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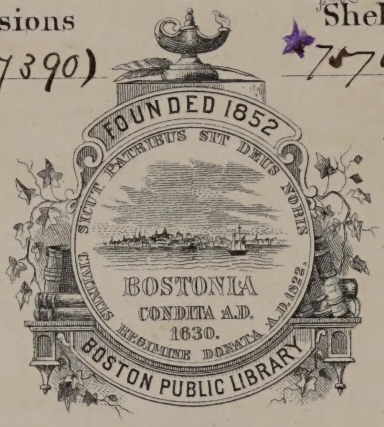

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REPORT OF COMMISSION

ON THE

TREATMENT OF THE POOR.

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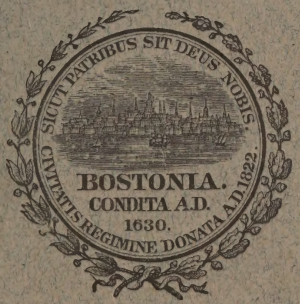

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CITY OF BOSTON.

REPORT OF COMMISSION

ON THE

TREATMENT OF THE POOR.

[COPY OF ORDER.]

CITY OF BOSTON, IN COMMON COUNCIL, December 28, 1876.

Ordered, That the Mayor be hereby authorized to appoint a Commission of three persons to consider and report upon the treatment of the poor who apply to the city for relief, whether temporary or permanent, and to ascertain what, if any, changes are desirable in the laws of the Commonwealth and the ordinances of the city for the relief, maintenance, and employment of all classes of the poor; the expense to be incurred by the Commission not to exceed five hundred dollars, and to be paid from the appropriation for Incidentals.

Sent up for concurrence.

J. Q. A. BRACKETT,
President.

IN BOARD OF ALDERMEN, Dec. 30, 1876.

Concurred.

JOHN T. CLARK,
Chairman.

Approved Dec. 30, 1876.

SAMUEL C. COBB,
Mayor.

A true copy. Attest:

JOHN T. PRIEST,
Asst. City Clerk.

In pursuance of the above order His Honor the Mayor appointed George S. Hale, Alvah A. Burrage, and Augustus Parker to serve on said Commission.

Attest:

JOHN T. PRIEST,
Asst. City Clerk.

To His Honor the Mayor and the City Council of Boston: —

The Commissioners appointed under the foregoing order respectfully

REPORT:

That they have examined the laws and ordinances relative to the relief of the poor in Boston, visited the institutions designed for their care and custody, conferred with the officers charged with the administration of these laws and institutions, and sought information from other States and countries; that they have given public hearings, held frequent meetings, and conferred with many persons interested in the subject of their inquiries, and now respectfully offer the following statements, suggestions, and recommendations.

They were appointed to "report upon the treatment of the poor who apply *to the city* for relief," and their report is not an essay upon pauperism, or upon the charities of the State. Even with this restriction the subject is still too wide for their limits, and they cannot hope that much which belongs to it will not be left unsaid.

The general provisions of the existing laws of the Commonwealth, applicable to this city, are simple and well known. The various cities and towns are charged with the relief and support of all poor and indigent persons lawfully settled therein, whenever they stand in need thereof, and with the necessary relief of other persons in distress, until proper steps are taken to place them under the care of their places of settlement, or, if they have none, of the Commonwealth.

They may also give temporary aid to State paupers, *i.e.*, persons having no settlement, found in their limits, and are specially empowered to provide for poor and neglected children.

Overseers of the Poor, chosen in the several towns and cities, are authorized to administer this relief in or out of an almshouse or workhouse, or as the town directs, or otherwise, at their discretion.

They are empowered to take charge of children in certain cases, to employ paupers, remove them to their places of settlement, send them, when insane, to a hospital, and bury them or dispose of their bodies when dead. They may also give temporary aid to non-resident vagrants and compel the performance of a limited task of labor in return. In the exercise of their powers the law gives them a wide discretion; while in practice they are dependent upon other mu-

nicipal authorities for the means required for such exercise. The expense of the aid thus administered is to be paid by the place of settlement, if any, otherwise by the State, and is to be obtained by certain prescribed proceedings, subject to limitations which need not now be detailed. Provision is also made by law for enforcing assistance by certain kindred, living in the State, if of sufficient ability.

Within the City of Boston the general laws of the State apply, with some modifications.

Public charitable relief is there administered by

1. The Overseers of the Poor.
2. The Directors for Public Institutions.
3. The Trustees of the City Hospital.
4. The Board of Aldermen, or City Council.

We propose to consider the mode of this administration by each body, and to make such suggestions as occur to us in regard to them separately; but we desire first to call attention to the fact that relief is administered by four different and independent bodies, without any necessary coöperation, and not subject to any supervision by which they can be made to act harmoniously and with due regard to each other.

It is possible that the same individual may receive relief from the Overseers, or from the funds managed or controlled by the aldermen, and may be admitted to the City Hospital or sent to the almshouse without any knowledge on the part of one department that he has been aided by another. It is not meant that this is always the case, or that there is never any coöperation between these authorities, but only that the system does not require it, or prevent its omission.

It may be added that if the applicant for relief has no settlement his case falls under still another jurisdiction, that of the State authorities; and that if he has a settlement in another place in the Commonwealth it may be referred to the authorities of that place.

The Overseers of the Poor in Boston distribute the annual appropriation of the city for out-door or temporary relief, that is, for persons not in any institution, and the income of a number of trust funds, the capital of which now amounts in all to about $500,000.

If a person is in need of relief, application is made at their office, where they meet periodically, and where a secretary and visitors may be found.

One of these visitors records, on a blank form prepared for the purpose, various facts in regard to the case, and visits the applicant. If he is found to have a settlement in the city, relief is afforded at once, if necessary; if not, the case is referred to a committee of the Board for temporary or per-

manent assistance. If he has a settlement in another place, notice is given to its authorities; and if he has none, to the State authorities, who in their turn make the necessary investigations, and take charge of the case if it is found to belong to them. In practice the Overseers are often authorized to extend aid for a time at the expense of the other place, or of the State; but the latter may remove the pauper from the city and take charge of him elsewhere. The aid given consists principally of moderate gifts of groceries and fuel, and of annual grants of money to a certain class, chiefly elderly women of respectable character.

The Overseers also have charge of the Temporary Home, where destitute women and children are temporarily lodged, and meals are given to applicants, of both sexes, at their discretion. It has not been their practice to require any labor from the persons assisted, except that recently a task of domestic service, sawing wood or breaking stone, has been required from applicants at the Temporary Home.

The Overseers thus expended in 1876–77, chiefly for outdoor or temporary relief of poor persons with or without settlements, about $125,000, from moneys raised by taxation.[1]

The amount of this relief, and the number of persons receiving it in proportion to the population, has largely increased within the last ten years.

The total net expenditures of the Board in the year 1866, for the poor of Boston alone,[2] from funds appropriated by the city and raised by taxation, amounted to . .	$41,529 59
From the income of trust funds, to . .	4,222 98
Or in all to	$45,752 57

with a population of about one hundred and ninety-two thousand (192,000).

In 1876–77 the same items were . . .	$92,391 47
and	25,938 32
Or a total of	$118,329 79

with a population assumed by the State Board of Health to be about three hundred and fifty-three thousand (353,000).[3]

[1] The receipts from other places, or the State, are not deducted, and office expenses etc., are included, but not the income of Trust Funds, in making up this total.

[2] That is to say, those having a settlement in Boston.

[3] In its weekly returns for 1877, since July.

Out-door relief is one of the most perplexing subjects with which the student or manager of public charities has to deal. It is peculiarly liable to abuse in large cities, and that abuse discourages honest toil, and promotes pauperism and thriftless dependence upon the State.

When the assistance, which ought to come from personal sympathy and be accompanied by friendly counsel, is distributed by officers of the law, the recipient soon learns to demand it as a right, gradually comes to rely upon it, without any sense of duty or obligation, and is dissatisfied both with what wisdom denies and goodness lends.

The best men, in its administration, are tempted to confound the promptings of a natural sympathy with the rules of official duty, and are influenced by a constant and growing tendency to administer the property of the State as a charitable person gives of his own to any unfortunate friend, but without the controlling influences which diminish the evil effects of such liberality.

When a man like the late Edward Denison, who gave his days and nights to the poor, and labored and lived among them, writes, "I am beginning seriously to believe that all bodily aid to the poor is a mistake, and that the real thing is to let things work themselves straight; whereas, by giving alms, you keep them permanently crooked;" or, "Charity, too, is a frightful evil — not real charity, but subscription charity,"[1] — we may well hesitate to yield to the impulse, natural and kindly, but often mistaken, which prompts to liberal grants of bodily aid.

Experience shows that a steady persistence in limiting relief to support in some public institution, where labor is required under reasonable restraint, diminishes the amount of out-door relief without any proportional increase of in-door relief. The applicant supports himself, or is provided for by his friends.

It is now more than half a century since Josiah Quincy, whose name and authority cannot fail to command your attention and respect, made a report to the Legislature of Massachusetts on the pauper laws, "the principles of" which, he says,[2] "being the results of the experience of both England and Massachusetts, were as follows" :—

"1. That of all modes of providing for the poor, the most wasteful, the most expensive, and most injurious to their morals and destructive of their industrious habits, is that of supply in their own families.

2. That the most economical mode is that of almshouses having

[1] Letters and other writings of the late Edward Denison, M.P. for Newark, 1872, pp. 59, 103.

[2] Quincy's Municipal History of Boston, p. 35.

the character of workhouses or houses of industry, in which work is provided for every degree of ability in the pauper; and thus the able poor made to provide, partially at least, for their own support, and also the support, or at least the comfort, of the impotent poor.

3. That of all modes of employing the labor of the pauper, agriculture affords the best, the most healthy, and the most certainly profitable; the poor being thus enabled to raise always at least their own provisions.

4. That the success of these establishments depends upon their being placed under the superintendence of a Board of Overseers, constituted of the most substantial and intelligent inhabitants of the vicinity.

5. That of all causes of pauperism, intemperance in the use of spirituous liquors is the most powerful and universal."

Being appointed chairman also of a committee of the town to consider the subject of pauperism at large, that committee, he says, "guided their proceedings by these principles, and referred to them in their reports to the town, which, being successively sanctioned by the votes of the inhabitants, became the basis of the institution now called the 'House of Industry' at South Boston."[1]

The "experience of England and Massachusetts since 1821, when this report to the Legislature was made, has given additional confirmation to these principles,[2] and the

[1] Quincy's Municipal History of Boston, p. 35.

[2] "The continued decrease in the total expenditure from the poor-rate, amounting in the year ending at Lady Day, 1875, to £176, 476*l.*, and the fact that the total expenditure is lower than in any year since 1868, cannot but be considered as very satisfactory. We believe it to be chiefly due to the exertions which have been made by the guardians throughout the country to improve the administration of the law; and the reduction has taken place not only in those districts to which the general order probibiting out-relief to able-bodied men has been issued, but even to a greater extent by the voluntary adoption of the principles of that order in many of the unions in the metropolitan and manufacturing districts where the order is not in force. It may also be observed that, although the largest amount of reduction has occurred under the head of out-relief, the rate of decrease in the item of in-maintenance is almost equal to the rate of decrease of out-relief. During the course of the year several conferences have taken place throughout the country, of the guardians of unions in different districts, as well as a central conference in London, at which discussions of much interest have occurred, and resolutions have been passed, not only on the question of the administration of out-relief, but on other points, on which an amendment of the law was held to be required. Notwithstanding a long and severe winter, little difficulty has been experienced in regard to the administration of relief to able-bodied men on the sound principles which we have so often advocated, and no applications have been made to us for the actual suspension of the provisions of the general orders regulating the administration of relief to these classes of the poor."

[Fifth Annual Report of the (English) Local Government Board for 1875–76, p. 16.]

"During the past year there have been several important conferences of guardians held on the subject of the administration of the poor law.

. . . . . .

With regard to the question of out-door relief, a unanimous conclusion appears to have been arrived at as to the importance of farther restricting the expenditure on that head," etc.

[Sixth Annual Report of the (English) Local Government Board for 1876–77, pp. 24, 25. See also pp. 16, 17.]

The following passages are from a memorandum recently issued by the Local Government Board, relating to the administration of out-relief: —

"In the year 1870–71, the expenditure on out-relief was £3,663,970. In the year 1876–77 it had fallen to £2,616,465, thus showing a decrease in six years of £1,047,505, or 28.6 per cent. The number of out-door paupers on Jan. 1st, 1871, was 917,890;

history of all efforts at reform is the history of struggles to maintain them against the pressure of importunate begging, or mistaken views of political economy and of public charity. Some circumstances have tended in past years in this community to promote the increase of out-door relief.

The union of the institutions for the care of the poor — as well as of the vicious and intemperate, of the unfortunate — as well as the criminal classes, under one management — has increased the natural aversion to an almshouse, and strengthened the unwillingness of public officers to offer that alternative to the poor.

The impression that humanity and benevolence, as well as a regard to economy, justify assistance to "those householders and others who require only partial relief, and who may be rendered more comfortable by a small supply of necessaries at their own homes, than by being wholly supported in a poor-house,"[1] has aided in maintaining this system.

To these may be added the pressure already mentioned, and the evil influence of the patronage which accompanies the power of distributing a large fund among the needy population of a large city.

We do not think that out-door relief in a large city is economical. In single instances, undoubtedly, the cost may be less without, than within an almshouse, but the total expenditure would, we believe, be diminished by the refusal of out-door relief.

The only considerations which seem to us to justify it are: proper regard, in some cases, for the deserving poor who are incapable of labor, and the advantage of preserving the honest poor from the influences of the almshouse, and of maintaining, as far as possible, their position in society under the influences of family life and of association with independent and industrious members of the community.

This advantage, it would seem, can only be fully secured when poverty is due to misfortune and likely to be temporary.

Much, of course, must be left to the discretion of the officers charged with the administration of such relief. And certainly Boston has been fortunate in the character of the

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the number on Jan. 1st, 1877, was 571,982; therefore in the same six years the out-door paupers decreased by 345,908, or 37.7 per cent.

"It is especially worthy of remark, that so far as the inspectors have been able to ascertain, the results above described have been arrived at without any real hardship to the poor, and without any, or at least with a very slight, increase in the number of in-door paupers. No alteration of the law has been requisite to enable the guardians to adopt and apply, according to their discretion, rules that appear to be stringent and efficient."

[1] Quincy's Municipal History of Boston, p. 173.

men for many years entrusted with this duty. But, whoever they may be, we believe it is best for their own assistance and protection, as well as for the interest of the community and the promotion of sound principles, that they should fortify and protect themselves by stringent rules, and be guided by accepted principles. Nor do we think any rules or principles can be better than those on which Providence acts in leaving human beings to suffer the natural consequences of their conduct and course of life.

It appears from the statement we append (Appendix B) that out of thirty-nine thousand three hundred and forty-two (39,342) persons aided by the Overseers for the last ten years, 1867–76, the average assistance has been for three $\frac{15}{100}$ years; that out of this number eight thousand two hundred and ninety-eight (8,298) have been aided for two, seven thousand three hundred and thirty-two (7,332) for three, and two thousand one hundred and thirty-three (2,133) for ten or more years. The number rose from five thousand three hundred and thirteen (5,313) in 1869–70 to twenty thousand seven hundred and thirty-nine (20,739) in 1876–77.

These statistics indicate a large increase in the number of persons aided, and the existence of a permanent pauper class receiving aid year by year.

While we are not disposed as yet to recommend the City Council to bind the Overseers by its control, we do recommend that it should express to them its approval of their adoption of the following rules, and their rigid adherence to them in the disposition of the public moneys raised by taxation: —

1. That out-door relief should be absolutely refused to adults, not incapacitated for labor, whose condition, in the opinion of the Overseers, is due to their own intemperance, crime, or other fault;

2. Or who have for a short and fixed period, say, at any time in two previous years, required aid to an extent exceeding some fixed and moderate amount; [1]

3. That it should not be given even for that period, unless deemed by the Overseers to be clearly advisable;

4. And should be refused even to those who are unable to labor, except where humanity requires temporary aid to such as are suffering from diseases or accidents, or where meritorious persons, particularly the aged, may be partially and economically aided without disturbing their family rela-

[1] This rule may be relaxed for recent widows with young children, or they may be brought under the last.

tions, or impairing the self-respect and self-dependence of those around them.

It may be best to introduce these rules gradually, and it must not be supposed that our purpose is to deprive any person in actual destitution, from any cause, of a suitable provision; we would only require him to accept that provision in an institution where he will be under supervision and control, and required to labor, to the reasonable extent of his ability, — where his condition will be no better, and, unless age or infirmity require consideration, not quite so good as that of the honest and industrious laborer who supports himself.

Cases may and undoubtedly will arise, when more or less temporary relief would be wise, in relaxation of these rules. Many of these cases may be provided for by a judicious plan for the coöperation of public and private charities, and for some we think the income of the trust funds in the hands of the Overseers, so far as the limitations under which they are held allow, should be used. The portion of that income which may be used for those "who have seen better days" is now more than half of the whole sum expended by the Overseers from the funds of the city in 1866.

It is proper to mention, in this connection, that the natural preference to give out-door relief when in-door relief may suggest association with criminals, and the obvious importance of entrusting both classes of relief — when one is thus proffered on the refusal of the other — to persons known to the officers to whom the application is made, are arguments in favor of placing both in charge of the Overseers, as elsewhere recommended.

We recommend, also, that provision should be made for the compulsory performance of some task of labor by all persons receiving out-door relief, who are capable of performing it, in the establishment hereinafter suggested for "casuals" or "tramps," or elsewhere. If the provisions of existing laws do not prove sufficient for this purpose, after suitable efforts to apply them, some farther legislation may be advisable. This provision should not be such that they would prefer it to ordinary labor, by which their support might be obtained.

The parish should be "the hardest task-master and the worst paymaster," not by any unkind severity, but by offering a task and a compensation less attractive than the honest and industrious laborer accepts, when any work is to be had.

We do not anticipate that needed charity will be in this way diminished. We think, on the contrary, that the way will be opened for more adequate relief to those really in need, and that the streams of private bounty will flow more

abundantly toward the outlets thus given, when cases that require it are made known through the agency we propose for its instruction and coöperation.

We deem it of the utmost importance that relief should never be given, in or out of any institution, to persons of age and condition suitable for labor, without its performance. No reasonable expenditure for this purpose will be wasted, although it may not seem to restore the outlay. But a strict adherence to a system of steady and enforced toil for a prescribed period will repel the idle, and diminish the injurious effect of relief upon all. If care is taken to observe the rules already laid down, employment thus given will not interfere with the occupations or rewards of industry, or tempt those who can avoid it to seek public work or assistance in preference to independent labor.

Let it not be supposed that we wish to discourage giving, or the disposition to give; or that we fail to appreciate the impulse which moves the heart even to an unwise charity.

We desire to encourage both, and to prevent their failure and disappointment.

The uninstructed charity which says, without investigation or consideration, "'Be ye warmed and fed' with this gift, and let me be spared the pain of seeing you suffer, the labor of inquiry into your character and circumstances, or the personal sacrifice of helping you, at the expense of my money and time, to improve and help yourself," although better in spirit, may be worse in its effect on the receiver's condition than the ironical offer of the words alone.

We want more giving of thought, of sympathy, and of personal effort to make men self-helpful, — assured that from these will follow a greater abundance of material gifts, more effective, and more useful.

When the disciple obeys the injunction, "Give to him that asketh of thee," it is his duty to give that which helps, not harms.

The charity which made the Elberfeld System and the work of Dr. Chalmers successful and grateful to those they relieved was not the amount of material aid, but the personal effort — the gift — of the giver, rather than of his goods.

It is not giving, but *mis*giving, that we oppose.[1]

We appreciate fully the manner in which the Overseers of the Poor performed their duty after the reorganization of the Board in 1864. Order, system, and economy were introduced and maintained. Their system of investigation

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[1] Edward Denison said, "Build school-houses, pay teachers, give prizes, frame workmen's clubs, help them to help themselves, lend them your brains, but give them no money except what you sink in such undertakings as above."

and registration was a great improvement. The arrangements for coöperation, through the Chardon-street building,[1] are all steps in the right direction, and it must not be supposed that we wish to recommend any backward steps, or to disparage the work which has been done. The changes which we recommend are steps onward; steps which such a Board, with suitable powers and coöperation, can effectively aid.

With power and means to provide for and control vagrants; to offer the workhouse and compulsory labor to the able-bodied; to assume the charge and training of children; to enforce claims on relatives and other places or the State for support; to apply the labor test — *in*doors and *out* of doors; to collect and register the contributions and objects of private charity, and to invite its aid for those who need aid, but ought not to be pauperized by receiving it from the public funds, — with all these powers the improvements already made may be left far behind.

A portion of the duties and powers which belong to Overseers elsewhere under the laws of the State are committed in Boston to a Board called the Directors for Public Institutions, in charge of several establishments, which may be classified as —

First. Those designed for paupers properly so called, or the unsentenced poor, including the Almshouse on Rainsford Island, for men, the Austin Poor Farm in West Roxbury, chiefly for women, the Almshouse at Charlestown, for both sexes, the Marcella-street Home, in Roxbury, for pauper or neglected boys, the school for pauper girls, on Deer Island, and the Lunatic Hospital, at South Boston.

Second. Those designed for persons under restraint for vagrancy or other offences, or for the purpose of reformation, including the House of Correction at South Boston, the House of Industry, and the House of Reformation for boys and girls on Deer Island.

When a pauper desires to go to the Almshouse application is made to the Directors. Their officers investigate the case, or obtain information from the Overseers. If entitled to go there he is admitted, and passes, in practice, out of the knowledge or control of the Overseers until he leaves the institution and presents himself again, it may be, as a candidate for out-door relief.

The pauper may thus pass from the care and observation of those officials, by whom he has long been known, under the control of others who know less of his life and habits, or

[1] The "Charity Building," where the Overseers have their offices, and accommodations and opportunities for communication and coöperation are provided for Societies.

he may "revolve" from one to the other without the exercise of any continuous or connected supervision.

The Directors for Public Institutions have authority to admit paupers to the institution specially designed for them, and exercise over them, after such admission, all the powers of Overseers.

The Overseers also have the power, it is supposed, — not now in practice exercised, — to send paupers to the Almshouse, but no control over them while there, retaining as to paupers, not in any institution, all the powers given to Overseers generally.

The Directors require the able-bodied paupers under their charge to perform a moderate task, of farm-labor, or upon the grounds and buildings, and have lately entered on plans for instructing the boys in the House of Reformation in printing, and for providing labor in a stone-yard on Rainsford Island.

The labor heretofore required has not been long or severe, — not sufficiently so to render the hospitalities of the city unattractive to many able-bodied and idle men, who have at times presented an unwelcome spectacle to visitors.

In pursuing statistical investigations a comparison has been made between the expenditures in such institutions in Boston and in other cities and parts of the Commonwealth.

The tables appended (Appendix F, G, and H) exhibit the comparative amount of expenditures of this class in Boston and other parts of this Commonwealth, and for one year, in New York and elsewhere.

From these it will be seen that the average cost for each pauper fully supported at the public expense in this city is apparently greater than in New York, Philadelphia, or Cincinnati, — than the average cost in this State, and than the highest average cost in any other county in the Commonwealth.

It should be observed that these expenditures in Boston at least, and elsewhere it is to be presumed, do not include rent or interest on what may be called the "plant," or fixed investment, and it seems to us, therefore, that the average expenditure *per capita* should be less in this city, — where large numbers are maintained, and where fuel and supplies are, as in all great centres, obtainable in large quantities, at the lowest cost, — than in most of the other cities and towns of the Commonwealth.

The expenses of the Lunatic Asylum, properly larger than those of the Almshouses, increase this average in Boston above that of the latter. The support of lunatic paupers from other places is included, but the State receives such persons in its asylums at a fixed charge.

The net cost per inmate in the year 1875–76 appears to have been in the House of Industry on Deer Island	$131 89
In the Almshouse at Charlestown . . .	85 55
Showing a difference of	$46 34

— a comparison which indicates that a number of separate institutions managed like that at Charlestown would be more economical than the collection of a larger number of inmates in those combined under the term "House of Industry."[1]

There is an element which interferes with the comparison, in the fact that there is no mode by which the cost of the maintenance of paupers in the institutions of the city can be accurately separated from that of the criminals or sentenced persons under the control of the same Board. Nor is there any mode under the present system of accounts by which the cost of all the items not strictly assignable to pauper support can be eliminated so far as to guide the inquiry to a clear determination of the seat or cause of any excess.

It may not be worth the labor of the calculation to determine how much the sum of $1,405.08, covered by the items enumerated in the note,[2] or the more or less frequent enter-

[1] This seems to be the opinion of the Directors. See their Report for 1874–75, p. 32, where they say, "A year's experience in conducting the Almshouse at Charlestown demonstrates the fact that it is more economical to provide for the poor in smaller buildings, managed upon the family principle, than to incur the great expense of erecting a mammoth building and congregating all the poor in one large institution. One or more suitable buildings could be provided in each of the suburban districts of the city, where the poor of that section could be maintained in the vicinity of their home and former associations, with the privilege of attending church, should they desire, or of receiving visits from relatives or friends.

"This plan would admit of a better classification of the inmates and would involve less expense than the care of all the pauper class in one establishment."

The House of Industry is a separate institution; but the Directors, in reporting expenses, include under that title those of the Almshouses (except at Charlestown), and the Houses of Reformation.

Mr. Quincy's Report of 1821, hereafter mentioned, states the average cost then (supposed to be in the year 1820), of pauper support in the Almshouse in Boston, at $1.40 per week, or $72.80 per annum, *including* interest on the cost of the House as rent. The statistics for Boston appended to the Report of the Commission of 1832, consisting of William B. Calhoun and others, give an estimated cost for board and clothing of 80 cents per week for adults and 50 cents for children, which, on the number there given, of 440 adults and 183 children, would be an average cost of about $37 per annum, excluding rent.

[2] City Auditor's Report, 1876–77, pp. 112, 113, 116.

House of Industry, House of Reformation, and Almshouses at Charlestown District, Deer and Rainsford Island — Cigars		$511 10
Entertainment to the City Government, visiting the Institutions . .		404 80
House of Correction — Cigars		118 50
Entertainment to City Government, visiting Institution		287 50
General Expenses at City Office, — Harbor Excursion of Board of Directors, season of 1876 — Entertainment and Music		489 18
		$1,811 08
Less House of Correction	$118 50 287 50	406 00
		$1,405 08

tainments of officers, members of the City Government, or invited guests, cost per pauper; but it is desirable to know how much is expended for all these purposes as distinct from the necessary subsistence of the inmates, including paupers, criminals, and employés, and there appears to be no means of determining it. We recommend that some system of accounts and reports which will aid in determining and exhibiting these points should be adopted.

Whatever may be said to justify such expenditures in the liberal management of the affairs of a great city, they should not be included in the annual cost of a pauper's support, and should be distinctly and publicly stated in the reports of the institutions for which they are incurred. We have indicated in the tables the comparative cost of paupers and criminals in New York, and it should be observed that there the maintenance of a pauper in the Almshouse on Blackwell's Island cost about eighty-seven cents per week, and that of a criminal in the Penitentiary two dollars and twenty-two cents.

It may well be that the separation of these institutions, and their expenses, would indicate a difference here between the cost of maintaining paupers and criminals.

The Directors for Public Institutions, in their Report for 1876–77 (p. 32), say: "It is the aim of the present management to maintain the good reputation which Boston has ever enjoyed for the liberality which has marked her treatment of the needy and criminal classes." It is probably true that the expenditure for these classes has been on a more liberal scale in this Commonwealth and in this city than in other places. There is a sense indeed in which no "liberality" is excessive, when it is devoted to expenditures calculated to promote the real improvement and true happiness of all classes, and the best interest of the whole community. But it is possible, in another sense, to be too "liberal," if by that is intended merely an expenditure to provide, for the needy and criminal classes, comforts which tempt the industrious and honest to compare their own condition unfavorably with that of the former, or to prevent imprisonment from being a punishment. Nor does a liberal expenditure necessarily secure the inmates of such institutions a more comfortable provision than that which greater economy might afford. Whatever humanity requires must be done; but one thing which a true humanity forbids is, to make for idleness and crime a provision better than honest labor can make for itself.

We find that a regular ration of tobacco, of about three ounces per week, is ordinarily allowed to paupers who use it.

The amount expended for this purpose during the past year for pauper inmates of the almshouses at Rainsford Island, Charlestown, and Austin Farm, and for inmates of the Lunatic Hospital, was $1,761.07. We doubt the wisdom of this allowance, and recommend that it be discontinued. There is no objection to such an indulgence for the aged pauper, to whom long habit has made it so important that the remnant of his life would be wretched without it, nor for persons to whom it may be given under medical advice; and its occasional use as a stimulus to industry, or reward for good conduct, under proper limitations might be allowed; but such a luxury ought not to be provided at the expense of the community, although that expense may not be large, with the result of promoting and strengthening an unnecessary habit, of adding one attraction or removing one objection to life in a pauper institution.

The records, as now kept of the management of the Public Institutions of this city, do not exhibit in some other respects all the facts which we have attempted to ascertain.

A communication was addressed to the Directors for Public Institutions, to which the answer appended (Appendix D) was received, from which it appears that there they offer no replies to the inquiries proposed as to (1) the average length of stay of pauper inmates;[1] (2) the number remaining all, or parts of from one to ten years; (3) the number who have, or have not, been in criminal institutions, or once, or more, and up to five times sentenced; (4) The estimated number made paupers by intemperance, or whose parents or ancestors were paupers, criminals, or intemperate; (5) the total and annual average number of paupers wholly or in part able or unable to work; (6) the total and average number of children indentured or placed out, or the number who remain in their places; (7) or the average cost, per pauper, for food only. It is to be regretted that the directors were unable to afford the information requested on these points. All of them are believed to be interesting and important, and capable of being ascertained. And we think that provision should be made for securing this information in the annual reports of these institutions, for which, per-

[1] The Superintendent of the House of Industry, in his Report for 1875–76, p. 37, says, referring, as we understand, to the sentenced persons, not mere paupers: "I would call your attention to the fact that numbers of our House of Industry inmates are regular 'rounders.' . . . . . .

"How to regulate and avert such cases is a serious question . . . . . .

"We have one case who, during the year, has passed through the courts eleven times, and remaining with us thirty days each time; several cases have passed through the courts eight and nine times."

haps, a request from the City Council to the directors would be sufficient.

It will be perceived, upon the foregoing statement, that not only is the provision made for the poor by the city administered by different bodies, but that all in-door relief to paupers, as such, is controlled and administered by the Board which has charge of the criminal institutions of the city, and one question which we have understood we were particularly desired to consider is, whether it is advisable that this division should continue to exist; that the out-door poor should still be relieved by the Overseers, but that as soon as they are to be wholly supported by the city they should pass from the supervision of the body which has hitherto aided them, and come with criminals, drunkards, and vagabonds, under the care of another and distinct Board.

It is unfortunately true that the same individuals continually pass from one of these classes to the other, and may be paupers to-day, and criminals, drunkards, or vagabonds to-morrow. It is true that they are often the former because they have been the latter; but it is equally true that the system which tends to obliterate the distinction, and to confound the poor with the vicious, is not only unjust and unfair, but dangerous and unwise.

While this tendency is admitted and recognized as a fact, it should be discouraged and guarded against, not submitted to and confirmed as the basis of institutions which ought to be contrived and managed so as to check it.

The paupers who fill our almshouses are many of them persons who have, for a longer or shorter period, sometimes for years, solicited aid from the Overseers, and become known to them and their officers. It is obvious that a competent Board, which has long had the care of a number of persons in such a condition, has studied their wants and observed their peculiarities, and has acquired with many of them what may almost be called an intimate personal acquaintance, is much better adapted than any other equally competent body can be to continue this care when they are transferred to an institution for in-door relief, and better able to classify them, manage and direct them with humanity and due consideration, unless there are controlling and peculiar reasons for a different course.

Nor will it be claimed that men, guilty of no crime but poverty, — whatever classification should be made among them to distinguish those whose poverty is the result of misfortune, from those who have, by God's laws, brought it upon themselves, — should be managed, cared for, and governed upon the same system and by the same rules as the

criminal, or even the incorrigible vagabond whom our laws make a criminal.

Human nature is such that the most competent managers of either class will naturally govern both, when placed together under their care, in a spirit, if not by rules, which must be unsuitable for one or the other. Even the local juxtaposition of the two classes is objectionable, and no man can fail to sympathize with the feelings of an unfortunate man or woman, suffering from age or infirmity, who shrinks from any association with the vicious and the guilty, or be surprised that some should honestly think they have, and others should pretend that they have, cause for complaint.

It is sometimes suggested that large institutions can be managed with greater economy, and that criminals and paupers in an almshouse and house of correction together can be more cheaply maintained than the former alone.

To such considerations there are limits, both of wisdom and possibility. It is not desirable to entrust too much patronage and expenditure to any one body, and offer it as a bait to politicians.

Nor does it necessarily follow that one thousand paupers and one thousand criminals can be more cheaply supported by one body of men than by two.

Formerly it was said that the fact that these institutions were situated at the same spot was a reason for such combination of government. For reasons already given this conclusion is doubted, and the alleged reason no longer exists.

A House of Correction and Lunatic Asylum at South Boston; one Almshouse at Rainsford Island, and another at West Roxbury, and a third at Charlestown; Houses of Industry and Reformation at Deer Island, and a Home for Boys at Roxbury, do not seem so near together as to make their neighborhood an argument for unity of management.

Coal, flour, meat, and other supplies, can be purchased in quantities for two Boards as well as for one, when they are to be delivered for either at widely separated points.

It is desirable that all agencies for the relief of the poor should be managed and controlled by some single body, and that all agencies for the government of criminals, in like manner, should be under uniform management.

But it is not desirable that all institutions in which men and women are to be housed and fed should for that reason alone be governed by the same body, without regard to their character or the purpose of their combination and the objects to be accomplished in taking charge of them.

In the City of New York a Board called the "Commission-

ers of Public Charities and Correction" has charge of the penal and pauper institutions. There is also a State Board of Charities, and three of its members from that city, without the power of controlling the Commissioners, confer with them, and are familiar with the institutions under their care, All of these, persons whose names and opinions will command your respect, — the late Hon. Theodore Roosevelt. Mrs. Josephine S. Lowell, and Edward C. Donnelly, — concurred in the opinion that charities and correction should be separated, while the city members differ with them.

And we are allowed to quote the following letter of Dr. Isaac Ray, whose name requires no added authority from our opinion: —

3509 BARING STREET, PHILADELPHIA,
31 October, 1877.

MY DEAR SIR, — My experience will furnish you little, if any, help in the inquiry you are making. While one of the Board of Guardians having charge of the eleemosynary institutions of this city, which receive into one general establishment all sorts of castaways, — the insane, the sick, lying-in women, foundlings, and the pauper proper, — I could hardly help seeing the mischievous effects of the close associations of classes so widely diverged from one another, morally and socially. True, we had no criminals, technically so called, but we did have a large share of the grossly vicious; and their pernicious influence was recognized by all, and added not a little to the difficulties of management. I am satisfied that nothing can be gained by bringing together such heterogeneous elements; on the contrary, the good are liable to be made bad, and the bad worse. For all the purposes of employment, discipline, regimen, physical and moral, they each required a special direction, guided by some special knowledge of their respective traits of character and conduct, — and one of them is about as much as any single Board can manage. It is common, I know, for economy's sake, to bring together the various classes that require the public care; but it has always seemed to me, so far as I have witnessed the result, that the practice was neither salutary nor economical. Especially should I expect such a result from the association of inebriates with criminals, which, I observe, is the arrangement at Deer Island, because the former must embrace many who, having taken their first lessons in vice, are easily induced by their companions to take more, and because the discipline most proper should be very different in these two classes.

Four or five years ago this city established what is called a House of Correction, to which magistrates commit, for short periods, persons guilty of minor offences and for vagrancy. They have much land, and the intention is that everybody shall work. What success they have had I know not. To the outside public the institution has become remarkable more for the constant quarrels of the officers and directors, one with another, than for anything else. I presume, however, it must inevitably suffer the evils incident to a heterogeneous population, without even the slightest attempt at classification.

Regretting my inability to render you more substantial service in this matter, I remain,

Yours truly,

I. RAY.

GEORGE S. HALE, ESQ.

We add also the following extract from a paper entitled "What shall Philadelphia do for its paupers?" by Dr. Ray. [See the "Penn Monthly" for April, 1873.]

It has been proposed to remove our paupers, of all descriptions, I suppose, to buildings erected for them on the grounds occupied by the House of Correction. I trust this project will be abandoned. Besides the sanitary and moral evils, which make the association of such large numbers exceedingly objectionable, the House of Correction would render all the other departments disreputable. We could commit no greater breach of propriety than thus to place upon a single pauper, sane or insane, the stigma of crime.[1]

The Board of Directors have managed the institutions committed to their charge with vigor and ability. The faults of the system are not the faults of its members; and without interfering with their control of the penal institutions of the city, we are of opinion and recommend that the agencies for the Relief of the Poor at the public expense, except the

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[1] The following are extracts from the proceedings of the Town Meeting held in Boston, October 22, 1821, and comprise portions of a report submitted to the town on the above date by a committee consisting of Josiah Quincy, James Savage, Henry J. Oliver, and ten other citizens. [See Records of the Town of Boston, vol. 10, page 426, *et seq.*]

"In relation to the economies and advantages to be anticipated from this establishment, your committee cannot close this report without recurring to them, and recalling to the minds of their fellow-citizens the nature and object of the institution. Every consideration which has occurred in the progress of the work has convinced your committee of its importance, its necessity, and of its being indispensable to any hope, or to the success of any plan, for the improving the morals, or to ameliorating the condition of the poor. Under this conviction they have not considered it in the light of making a saving in the whole expenditures of the town; although they have no doubt that it will ultimately produce this effect. Their view of the subject is of a broader cast, and of a more elevated character. They have deemed that an institution, such as the one proposed, destined to receive, restrain, and to employ that unhappy portion of the community who are degraded to the ranks of beggary by vice or idleness, is, in every society, a moral duty; and in a republican form of government is connected intimately with the very principle on which its preservation depends. In such a form of government the great object of attention is the character and condition of the mass of the community. Whatever tends to contaminate, to corrupt, or to demoralize the mass has a direct effect, not only on the happiness and prosperity of a state, but also on its safety; on the security of property, of life, and of liberty, all of which are, in a republic, directly dependent upon the moral character and condition of the people.

"The wise policy of our ancestors from the earliest records of their history made the establishment of workhouses indispensable. Owing to the smallness of their early population, and the consequent scantiness of poverty and crime, those institutions were put under the control of overseers of the poor; from which association two unhappy consequences naturally and inevitably resulted: first, almshouses became connected with the ideas of punishment and disgrace, not only in the eyes of the tenants, but also in those of the community. Hence arose a great reluctance in the worthy and respectable poor at becoming inmates; and also a like reluctance in overseers to oblige such persons to become residents. From both causes the number of out-of-door pensioners has been increased; and of all modes of providing for the poor this has been everywhere found the most wasteful and expensive, and the most encouraging of applications to become pensioners on the public bounty.

"A second effect of this association was, that as society increased almshouses became thronged with tenants from idleness or vice, who, from the character of the institution, as charitable, claimed and for the most part obtained indulgence as objects of pity, when their deserts were restraint and coercive employment, as being in reality objects of correction and often of punishment."

City Hospital, the Lunatic Hospital, and the proposed Institution for Inebriates, should be placed under the direction and supervision of one responsible body, — the Overseers of the Poor. This description will comprehend, (1) the Out-door or Temporary Relief of the Poor, including the distribution of soup, or other food, if continued, and the establishments for "Tramps" or "Casuals;" (2) the In-door Relief, including the almshouses and workhouses, for the unsentenced poor; (3) all trust funds designed for the Relief of the Poor in or out of any institution; and (4) the management of any plan for coöperation with private charities. But we recommend that the City Hospital, with the Lunatic Hospital, — like the Massachusetts General Hospital and the McLean Asylum, at Somerville, — and the Institution for Inebriates, if any, be placed under the charge of one Board of Trustees, and that the Overseers of the Poor be authorized and instructed to place in these institutions persons entitled to relief by law as "poor" and otherwise proper inmates, and be required to keep records of the facts bearing upon the "status" of applicants for such relief, and to take all proper legal measures to obtain the cost of their relief, as in other cases, from relatives, other places, or the State. Hospitals are institutions requiring peculiar management, and may properly be separated from other public charities.

This Board should also take such care as circumstances may require of lunatics chargeable to the city placed in other institutions.

If the Lunatic Hospital should be given up, and the inmates transferred to Danvers, or elsewhere, no provision for that Institution will be necessary.

As to the trust funds, it is believed that by proper proceedings all existing trusts may be committed to the Overseers, although other trustees are named by the donors.

The commissioners deem it of great importance, not only that the poor should be separated from the criminals, but that they should be classified in respect to age, physical and moral condition, and previous habits.

The committee, already mentioned, of 1821 "urged on the inhabitants of Boston the duty of discriminating between the poor by reason of misfortune, old age, or infirmity, and the poor by reason of vice; asserting the impossibility of making such a discrimination in the Boston Almshouse."

We renew this recommendation.

It is the duty of the City Council to provide proper establishments for the better classes of the poor, distinct from

those whose poverty is a crime as well as a misfortune, and institutions where those who are able to work may be received and compelled to labor.

Hitherto the directors have been more or less limited in their power of making such classifications. The various buildings now belonging to the city, of which one in Brighton and one in Dorchester are not now in permanent use, with such additions as experience will show to be necessary, will furnish means for this classification.

The details of such classification cannot be prescribed in advance, but must be left to the future; and, if our recommendations are adopted, the Overseers of the Poor in charge of institutions constantly supplied with inmates, whom they well know and have helped, will be able to separate them and assign them to their proper places.

The City Solicitor has given the opinion that power must be obtained from the Legislature to place the almshouses and Lunatic Hospital under a different management. We therefore recommend that application be made for the grant of such power.

As a general rule the sick, the aged, and infirm should be separated from those who are able to work. Males and females, children and adults, should not be put together; a distinction should be made between those whose poverty is the result of misfortune, and those who have brought it upon themselves by intemperance or crime. Children should be instructed and trained to labor, under influences like those which are felt in the ordinary life of families; and adults should be made to labor, if capable of it. It will be said that these principles are obvious, and already recognized. They are admitted, indeed, and in some measure, but insufficiently, acted on. It is doubtless difficult to follow them fully. The fault is not wholly with those who administer our institutions; and it is the duty of other branches of the government to furnish means and authority for this. But this very difficulty and the omission of this duty make it the more important to press the subject upon your attention. One specific suggestion we deem of importance, that while there should be some establishment under the care of the Overseers, where persons able to labor can be set at work, the present House of Industry should be maintained, under the care of the Board in charge of our penal institutions, and that provision should be made for the transfer of well — or ill — conducted inmates, respectively, from one to the other. The distinction between labor as a provision for the poor, and hard labor and restraint as a punishment, will thus be pre-

served and made effective, and industry and good conduct will be recognized and encouraged.

The City of Boston, in its corporate capacity, takes care, through the Directors for Public Institutions, of four distinct classes of children: —

1. "Pauper" children, properly so called.
2. "Neglected" children, that is, "children under sixteen years of age, who, by reason of the neglect, crime, drunkenness, or other vices, of parents, or from orphanage, are suffered to be growing up without salutary parental control and education, or in circumstances exposing them to lead idle and dissolute lives,"[1] and are ordered by the proper court to the place assigned by the city,— now the almshouse at Deer Island for girls, and the Marcella-street Home at Roxbury for boys.
3. Truant children.
4. Children sentenced to the House of Reformation under the acts relating thereto for offences other than truancy.

The Overseers of the Poor provide temporarily for foundlings and deserted children at the Temporary Home, and may bind them out or authorize their adoption, or place them in the Massachusetts Infant Asylum.

During the years stated the total — and average — number per annum of these four classes were as follows: —

	Total.	Average.
"Pauper" children, 1867–1876 . .	954	95
"Neglected" " 1872–1876 . .	140	28
"Truant" " 1867–1876 . .	757	75
Sentenced to the House of Reformation, not above included, 1867–1876 . .	1,275	128

	Boys.	Girls.	Total.
In the year ending April 30, 1877 the number committed to the House of Reformation was	182	22	204
(Of these there were truants, 68.)			
The number sentenced as "neglected" was	41	22	63
The number admitted as paupers .	80	47	127
Totals	303	91	394

The children in the Houses of Reformation do not seem to belong to the class of "poor who apply to the city for re-

[1] St. 1866, c. 283, § 1.

lief;" but unless complaints for truancy are used as a means of punishing graver offences, it seems to us that mere truants and the pauper and neglected children might properly be classed together, separated from the criminals, and placed, with other paupers, under the care of the Board to which the care of their parents, as paupers, in or out of institutions, should, we think, be committed. Certainly the management of this host of future citizens, and fathers and mothers of citizens, is one of the gravest problems with which we have to deal. The Directors for Public Institutions and the Overseers of the Poor express their opinion that no farther provision by law is necessary in regard to them (Appendix A and C), and we do not undertake to recommend any new system in detail. Some points seem to us worthy of serious consideration.

A great improvement has been made by the removal (in 1877) of the "pauper" and "neglected" boys from Deer Island to the Marcella-street school in Roxbury. The number of children in charge of the city on the 1st of March, 1878 (Appendix E), was 618, — 499 boys and 119 girls, — under the care of 22 male and 8 female officials. Of these 120 were truants, and 210, beside the truants, were sentenced to the House of Reformation. Mere truancy is an offence which, it seems to us, should hardly be ranked as a crime; and, without the latter number, but including the truants, there were 408 children growing up under the "parental" care of the City of Boston, with what might be called a "house-father" to every 31, and a "house-mother"[1] to every 68.

It is impossible that the nineteen persons to whose care the "pauper," "neglected," and "truant" children are committed can do for them what they would desire, and what their pupils most need. "Mothering" and "fathering" cannot be effectively administered in such small averages. The best we can do for children will be unsatisfactory in comparison with the influences of home and parental affection; but we can do better than this. Our criticisms are not upon the Directors or their officials, but upon the system, and on the community of which we are members. And we recommend the following changes in this system: —

First. That greater power should be obtained by legislation for the authorities over children in their charge; so that, without precluding the possibility of their return to their parents, the latter might yet be more effectually prevented from interfering with them without the approval of these authorities.

[1] "Hausvater" and "Hausmutter" are the appellations used, in the German institutions for children, to describe the male and female heads of the house.

Second. That farther power should be given to place these children in families, either with or without compensation, and temporarily or permanently, but under careful and regular supervision.

Third. That, for the large establishments, where numbers of children are kept together without the influences which make the happiness of family life, smaller houses, under the care of married people if possible, or at least of some suitable master and matron, with a limited number of children, from 12 to 20, should be substituted, with arrangements for instructing and fitting the children for industrial occupations.

We are of opinion that the "family system," under which small numbers of children only are kept in separate cottages, under the care of a man and his wife, with a common head and common arrangements for instruction and labor, is better than the "congregate" or "collective" system, where large numbers are kept in large buildings,[1] under the care of a superintendent and teachers; and we believe that it would be advisable that many of the children should be placed as inmates of families of moderate means in the country, for such longer or shorter periods as the Overseers, or others in charge of them, deem expedient, with or without compensation.

Either of these systems, the "family system" or the "boarding-out system," we believe is much better than the "congregate system,"—better both for the intellectual and moral education of the child, and more economical in the ordinary, as well as in the largest sense of that word.

That a child should pass the years of infancy and youth among hundreds of other children, drilled and marshalled under the care of teachers, without a mother's or a father's affectionate care, is, at best, an evil. It is impossible for the State to give them this care; but it is its duty to approach it as nearly as possible.

We forbear the attempt to follow these recommendations into detail. A competent Board, enlightened by the experience of France, of Germany, of England and Scotland, at Mettray, Hamburg, Red Hill, or among the Scotch parishes, is better able to do this.[2] We are not aware that any legislation is required beyond that elsewhere suggested, except to enlarge the power to retain children, and to bind or board out those committed as "truants" or "neglected." If the

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[1] See note on p. 13.

[2] See "The Proposed District School on the System of Mettray," by Andrew Doyle; published by the Local Government Board, and "The Boarding out of Pauper Children in Scotland," by John Skelton, Secretary of the Poor Law Board in Scotland.

City Council approves these principles, and will supply the means, the Directors or Overseers can apply them.

The "Boylston Education Fund," bequeathed by John Boylston, and now held by the Overseers as a "body politic by the name and title of The Trustees of John Boylston's Charitable Donations for the benefit and support of aged poor persons and of orphans and deserted children," — upon the trust that the income shall be "applied by the said Overseers for the Nurture and Instruction of poor Orphans and deserted Children of the said Town, that is to say, for the purpose of Clothing, Feeding, and Teaching said Orphans until they shall severally attain the age of Fourteen Years, and no Longer, when, if not before, they are to bind them out to such useful Arts and Business as they may be capable of, at the discretion of the said Overseers," — has now accumulated until it amounted on the 30th of April, 1877, to $101,495.50. The only use now made of the income of this fund is in the payment, with part thereof, of the board of boys at the Boston Asylum and Farm School for Indigent Boys.

We commend to your consideration the inquiry whether it would not be advisable to authorize the Overseers to establish the "Boylston School," and to combine with it suitable provisions for the care of all the wards of the city under their charge.

The City Hospital, belonging to the same class as those first enumerated, is under the care of a Board of Trustees, and although it may receive and does in some instances receive patients for pay, and is not considered a pauper institution, it is nevertheless substantially devoted to the care of the sick poor, mainly of those resident in Boston, without any stringent limitations by law or practice to those legally chargeable to that city.

In the tenth Annual Report of the Trustees of the City Hospital (for the year ending April 30, 1874) attention is called to the number of patients legally chargeable to the State, and to the propriety of making claims against it in these cases. The Superintendent there expresses the opinion (p. 30) that two hundred and forty-four (244) weeks' board per month might be taken, under the then existing law, as an approximate average of the number furnished per month during that year to State charges.

This would amount to two thousand nine hundred and twenty-eight (2,928) weeks' board per annum, and, at the average weekly cost of that year ($9.35½), to the sum of twenty-seven thousand three hundred and ninety-one $\frac{44}{100}$ dollars ($27,391.44) for the year.

He anticipated that, if the act then under consideration should be passed, the proportion of the patients for whose care claims could be made against the State would be much smaller.

The act referred to is presumed to be that passed in 1874 (c. 274), which diminished the period of residence and tax-paying required for settlements. This act has, however, been limited (as to females), by a decision of the Supreme Court, to unmarried women.

We do not mean to represent that he asserts that the actual cost for the year would be so large as this, but it is large enough to demand your attention, and in the thirteenth Annual Report (for 1876–77) is again referred to. It is there stated that the number of patients having no legal settlement "is increasing with the general increase of patients, and is large enough to warrant further allusion to the subject, and a hint as to the necessity of action in the future. . . . . No doubt some thousands of dollars are now yearly and unavoidably expended in this manner."

This refers, in terms, to State paupers, but it is understood that it was intended to include some patients who may be chargeable to other towns or cities in the State. Many applicants are rejected as non-residents, and for some patients compensation is made by other towns.

In the former report the Superintendent remarks in regard to the rule regulating admissions: "After a careful consideration of the whole matter, it seems to come to this: that there is one simple test to be applied to every case, viz., 'Is it *humane* to reject this applicant? Whatever be the cause of present illness and distress, and in the absence of suitable receptacles elsewhere in the city for the intemperate and vicious who are very sick, it seems *not to be humane to deny temporary care to such cases.*'"

Few will hesitate to approve this sentiment; but humanity does not prohibit, what due regard for justice and economy requires, that care should be taken to place this burden upon the State or community to which it legally belongs. If the vicious, intemperate, and thriftless are assured that whenever their folly and idleness have brought disease and infirmity, the ample charity of a great city awaits and is assured to them, one of the motives which Providence provides for well-doing is taken away from them, and from those who might otherwise care for them.

If that city accepts such a burden without any attempt to invoke the aid of other communities to which a share belongs, while we may rest assured it will be permitted to bear it without complaint from them, it must be remembered that

not only do the guardians of its purse fail in their duty, to the injury of its citizens, but that the evil will increase, without restraint, to the injury of all. The Trustees and Superintendent of the hospital have called attention to the subject, and it will be the duty of the City Council not to lose sight of it.

"Issachar is a strong ass," and all the non-resident paupers, patients, tramps, soup-eaters, school pupils, and others, which he will bear, will be put upon his back.

It seems to us a subject for serious consideration, whether it may not be advisable to establish a strictly pauper hospital for persons and diseases which should be excluded from this institution.

Excessive medical charity has been recognized as a great and growing evil in England, and we already feel and ought to check its beginnings here. The City Hospital was not intended to be a pauper institution, but rather to prevent pauperism by aiding at the moment of weakness and incapacity those who at other times do not need aid. It should not be turned into a means of promoting and maintaining pauperism by inviting those who should be aided elsewhere to rely upon a provision which they ought to make, and can in some measure make, for themselves.

The peculiar character of the hospital as a medical institution may justify its separate management, and we do not recommend any change; but we are clearly of opinion that some steps should be taken to bring to the attention of the Overseers of the Poor that class of its patients who are chargeable to the State or other places. And, without interfering with the rules or practice of its officers as to admitting patients, we recommend that provision be made that, in every case where a patient is admitted without pay, the facts be reported to the Overseers for investigation, and for such action as their duty requires when aid is afforded to the poor at the expense of the city.

Should an institution be established, as recommended by another Commission, for the care of inebriates, it would facilitate the objects we have in view in providing for the classification of paupers and the relief of the hospital.

As early as 1868 provision was made by an order of the City Council for the distribution of soup among the poor, under the direction of the Police, which has been since annually repeated. A statement of the items of this expenditure is appended. [Appendix I.]

Some question was made as to the legality of this expenditure for the poor, not under the direction of the Over-

seers, and an act was passed in the year 1874 (c. 374) authorizing the City Council to appropriate and expend in any year such amounts, and in such manner as it may by vote determine, for temporary aid to the poor, not exceeding one fifteen hundredth of one per cent. on the valuation of the city for the current year, and requiring a separate account of such appropriations. The valuation for the year 1874 was $798,755,050, allowing about $5,300 for this purpose. That for 1877 was $686,802,100, allowing about $4,600.

Since the passage of this act an annual appropriation has been made for soup, which has been distributed to the poor by order of the Board of Aldermen through the Police Department. Although the amount thus appropriated is not large, the act is a marked innovation upon the system of aid to the poor long established in this Commonwealth, if it is to be understood as authorizing this distribution to poor persons not chargeable to the city or entitled to temporary aid under existing laws.

As to the proper construction of the act, and whether the distribution now made, without regard to the rules which regulate the ordinary distribution of such aid by the Overseers, is legal, and whether the word "poor" is to have any meaning different from that which belongs to it in other acts, such as the 70th chapter of the General Statutes, we entertain serious doubts.

The police stations were not designed for the preparation or distribution of food, and if this distribution of soup is to be continued, we are of opinion that it ought to be placed under the charge of the Overseers.

They should be aided by the valuable counsel and assistance of the Police Department, but the latter ought to be relieved from an office for which it is not designed.

It would be easy to provide for this service in the new buildings hereinafter recommended for lodgers.

We say, "*if* this distribution is to be continued," for we cannot but doubt the wisdom of such continuance. It may well be that, under the cautious management of the Committee of the Aldermen and the Police, this benefaction has been limited to poor and destitute families who appear to be honest and deserving, to the exclusion of wanderers and vagabonds from other places; but it is to be feared that the establishment of such a provision is calculated to make the honest and deserving less thrifty and cautious than they would otherwise be, to encourage dependence in those who suffer and in those who ought to take care of them, and to invite applicants for such aid to the city.

This daily dole of just enough to keep soul and body together is the worst form of out-door relief. So long as we

resort to such means we only delay the establishment of a wise and thorough system by which every case will be considered and provided for with just and liberal consideration for the future as well as the present welfare of the really needy, and the poor wretch be no longer left to apostrophize that mistaken charity,

"That found'st me poor at first and keep'st me so."

It has also been the practice for many years to allow persons applying at the police stations to pass the night there, and in this way "lodgings," rising from twenty thousand three hundred and ninety (20,390) in 1867 (of which fifteen thousand eight hundred and sixty-seven (15,867) were to non-residents), to sixty-two thousand seven hundred and nineteen (62,719) in 1877 (of which fifty-one thousand seven hundred and sixty-six (51,766) were to non-residents), have been given.

A large number, of course, are "repeaters" or "revolvers,"— how many we cannot even estimate. These numbers included in 1867, four thousand three hundred and forty-eight (4,348), and in 1877, six thousand seven hundred and forty-six (6,746), to females. The table appended (Appendix J) gives their numbers for eleven successive years, showing a large and steady increase.

This is a great and growing evil. These persons represent in this city the army of tramps and vagabonds which have proved so serious an evil, and attracted so much attention and discussion. All roads bring them hither, and a large majority of them are frequent visitors to the city. Here they can hold their conventions, plan a campaign, and enjoy its fruits. If their visits are made periods of enforced labor in solitude, and if they are carefully identified, watched, and traced, it is believed that this course will materially contribute to the success of any judicious plan for controlling the evil in other parts of the State. With a like system steadily enforced in the country towns, this mode of life would soon lose its superiority in attractiveness to that prescribed by law, and allowed to honest and industrious labor.

These lodgers "include," the experienced Chief of Police declares, "men of the most vicious and desperate character." The accommodations provided are not designed, but totally unfit, for the purpose; while this collection, in narrow, crowded, unventilated cells, without sufficient provision for cleanliness and comfort, of adults and youths, and of males and females in the same neighborhood, although in different apartments, is prejudicial to the health and morals, — unhappily not of these unfortunates alone, — and dis-

creditable to the city which permits, and has so long permitted, such a state of things.

Some provision ought to be made for the houseless wanderer on the streets, but in such manner as to provide for the deserving, and repel the vicious.

We recommend that a few inexpensive buildings be provided in convenient situations, with separate cells, where applicants may be isolated, cleansed, and fed, and compelled to perform, without communication with each other, a suitable task in return. This would, we believe, be sufficient for the purpose, and would lead to a great and salutary change.

These buildings should be placed in some central situations, where provision could be conveniently made for the labor to be performed. It has been suggested that some place in the vicinity of the "City Yard," on Albany street, to which stone or other materials could be easily brought by water, might be suitable for this purpose. Perhaps the neighborhood of the Temporary Home, on Chardon street, might be suitable. But the selection of situations, or the plan of the buildings, may hereafter be determined.[1]

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[1] Such buildings as are described in the following paragraph from "The (English) Builder" seem eminently suitable for this purpose: —

"Vagrancy. It has been found that the professional vagrant has a decided preference for those workhouses where provision is made for his accommodation on the old-fashioned plan, with associated dormitories and work-rooms. Here he can change experiences with his brother tramps, and give and receive 'tips' as to the best 'lays,' and generally spend his evening in social, albeit somewhat obscene discourse, to the disgust of any respectable poor person who may, by stress of circumstances, be compelled to accept the charity of the rate-payers. The associated vagrant wards are, however, doomed, and new wards on the cellular plan are taking their place. The guardians of Kensington are about to erect wards for forty males and twenty females, from the plans of Messrs. A. & C. Harston, architects. Here each tramp will, after taking the inevitable bath, be introduced to a separate sleeping-cell, warmed, lighted and provided with every necessary, but accommodation for one person only. Adjoining each male's cell is a work-cell, into which he is admitted in the morning to find a given quantity of granite stones and a hammer for the cracking thereof; should he have occasion to call the attendant, he will find in each cell an electric 'push,' which will cause a gong to sound in the attendant's room. The clothing of the vagrants will be dried and disinfected in a Leoni's gas disinfector in the basement, where will also be found the boilers for heating, and for the supply of hot water."

"The results (the decrease of casual paupers) we attribute in part to the decrease of pauperism generally, though in the vagrant class in the metropolis the decrease has been much beyond the general ratio; in part to the regulations contained in our order dated 22d November, 1871, for securing uniformity of administration; in part to the operation of the clauses authorizing the detention and setting to work of 'habitual vagrants,' and in great part to the provision of casual wards constructed on what is known as the 'cellular' plan.

"An associated ward, in which the inmates are placed together under circumstances rendering proper supervision impossible, is just such a mode of relief as an 'habitual' vagrant might prefer, affording, as it does, the opportunity for the interchange of intelligence, and for the communication of plans for evading the operation of the law. A separate cell on the other hand gives to the bona fide wayfarer the shelter which the law requires, whilst at the same time it renders it unnecessary for him to associate with the habitual and disreputable vagrant."

[Fifth Annual Report of the [English] Local Government Board, 1875–76, p. 33.]

"In the mean time we see no reason to doubt the advantage arising from the construction of vagrant wards on the cellular system as a check to vagrancy."

[Sixth Annual Report of the same Board, 1876–77, p. 35.]

We recommend also that descriptive lists of all lodgers in these houses be preserved, that they be inspected each morning before leaving the house by some proper officer, and that the Overseers of the Poor be charged with the duty of prosecuting those who appear to have violated the provisions of the law in regard to vagrancy, with discretionary powers as to cases which seem to them to justify indulgence.

It seems to us desirable that the Act of 1875 (c. 70), which provides for compelling the performance of labor by *non-residents*, in return for temporary aid in food and lodging, should be extended to *residents*. In a large city it is not easy to prove non-residence, and there is no reason why this distinction should be observed. Although the Overseers may refuse aid to settled paupers who decline to perform such a task, when circumstances allow that it should be required in advance, and the inmates of workhouses are subject to their regulations, we are aware of no law, except this, under which a person who has received temporary aid can be detained and required to pay for it by his labor. There should be some authority by which all persons, who have been relieved at times, and under circumstances when humanity and convenience require such aid without delay, may be compelled to make some such return for the relief given.

We have endeavored to present to you in different forms the total expenditure for pauperism and charity, and the numbers aided by the City of Boston for a series of years, and trust that the facts thus given, the magnitude of the sums stated, the number of their recipients, the vast actual increase, — the increase in proportion to the population, and the increase in the proportion of partial or out-door relief, — may attract public attention, and impress upon all of its citizens, whether acting in public or private capacities, the grave responsibility incurred in the expenditure of these sums.

Table K is made from returns furnished for this purpose by officers of the city,[1] and includes not only the appropriations, but the income of trust funds and the proportion of the State expenditure for pauperism borne by the city, and thus all the expenditure by the city for charity or the poor.

Table L of the Appendix is derived from the official returns to the State, and presents the amounts expended for what is called full and partial support of paupers (not always the same as in and out door relief), the ratio to population of persons aided, and the expenditure *per capita* of population and recipients.

[1] Except the last column.

None appreciate the imperfection of statistics better than those who make them; and we feel the imperfections of these tables as a precise representation of the items they purport to represent; but we accept them as furnishing a substantial basis of comparison for different years, and exhibiting the vast amount of money expended; and, although it is more difficult to obtain a fair representation of the number of constant paupers, as showing with correctness how large a number of persons are more or less exposed to the contagion of pauperism.

The third table, M, of "Public Relief," given in connection with N, of "Private Relief," is made from substantially the same sources as K, but adds the number of persons aided, and gives separately the amounts of in-door relief (by which is intended relief in some institution where the person aided is lodged and fed), and out-door relief (meaning that which he receives at his own home), and exhibits the changing ratios to population of expenditure, of the persons aided by these different modes of relief, and of each to the other.

In this table an interesting comparison is presented with similar information obtained in 1832.

We have made an attempt to ascertain the amount contributed during the period of ten years, from 1867–1876, for charitable purposes, including both out-door and in-door relief, not only in funds raised by taxation or belonging to the city, but also in funds contributed by societies and organizations, in one sense public, but over which the city has no control, and which for convenience are designated as "private;" and the number of persons thus aided.

This information has been obtained, it is hoped, with sufficient accuracy in regard to the public charities, and many of the private charities; but accuracy in regard to all the latter cannot be asserted.

A number of copies of the circular appended (Appendix Q) were sent out by the commissioners. In tabulating the results, mutual aid societies were omitted; and after excluding some institutions, chiefly religious societies, it was thought that answers might be expected from some two hundred and seventy-five. The information obtained as to six of these is included in Table M, of Public Relief, and as to one hundred and thirty-three in Table N, of Private Relief. The others, mostly churches, either gave no answers or furnished no available information.

The information thus obtained was digested by a gentleman whose special experience in regard to the registration of charities fitted him for this labor,[1] and partly by a com-

[1] Charles P. Ware.

petent and experienced officer of the Board of State Charities;[1] and the Tables M and N appended contain a condensed statement of the results.

Reference is made to the table for the detail of facts there presented, and to Appendix O for further explanations. But there are some considerations to which we wish to draw attention.

Why, it may be asked, is any reference made to statistics with the defects and omissions stated?

Because, we reply, the difficulty of obtaining this information, the uncertainty which exists as to the number of persons aided by different societies, or by several at the same time, and as to the amount of charitable relief from these private sources, and the advantage of some system which shall enable us to act with reference to them, are subjects of grave importance.[2]

It is neither possible nor desirable, in contriving or administering a system of public charity, to act independently of agencies like these, which are, for these purposes, in effect as much a part of our social organization as institutions

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[1] Henry C. Prentiss.

[2] The following are extracts from the proceedings of the town meeting held in Boston, May 7, 1821, and comprise portions of a report submitted to the town on the above date by a committee consisting of Josiah Quincy, Joseph Lovering, James Savage, and ten others. [See Records of the Town of Boston, vol. 10, p. 324, *et seq.*]

"In their apprehension, the present occasion should not be omitted to cause full survey to be taken of all the publick provisions for the poor subsisting within the town, and to ascertain, as far as practicable, in what forms and to what amount every general public charity is extended and applied, to the end of producing, if possible, a general sentiment and a unity of action among all the societies and incorporations of this nature, for the purpose of making industry, morality, and economy in all of them indispensable conditions of relief, and of putting an end, as far as can be effected, to indiscriminate charity and to street beggary. How far it is possible to adopt any general system in relation to these objects may, perhaps, be questionable. The attempt, however, cannot be disadvantageous. A full knowledge of all the pauper relations of the town cannot fail to be useful, and may lead, through the means of recommendation, or by affecting public sentiment, or otherwise, to such a course of proceeding in relation to the distribution of public bounty as may tend to repress the mischievous effects of that weak and listless sensibility, miscalled benevolence, which scatters its bounty without discrimination, pampering vice, fostering indolence, encouraging audacious pretence, and thus, while it does little or no good, and sometimes positive injury to the individual, increases and perpetuates, and makes more troublesome and virulent the whole mass of pauperism in the community. . . . . .

"*Voted*, That the Report this day made to the Town, on the subject of Pauperism and a House of Industry, be referred to the Committee appointed by the preceding votes, and that they be instructed to take into consideration the various subjects suggested in it, and particularly to inquire into the general state of the poor, and also into the number and condition of the out-of-door poor assisted by Overseers within the town, and concerning the operations, effects, modes, and principles of extending relief to the poor, adopted by the various charitable institutions existing in it, and from time to time to report such measures in relation to the whole or any of the subjects aforesaid, as they may deem it expedient for the town to adopt."

"Might not the work which the society (the Charity Organization Society) has begun be continued by a Royal Commission charged to throw light upon the destination and result of 'voluntary contributions'? We strongly suspect that the report of such a commission would be the most instructive public document of the generation in which it appeared, and we should not despair of its teaching us how to diminish, by legislation as well as by greater knowledge, some of the most glaring of the evils which it would expose." — [From the "London Times," Jan. 24, 1878.]

established by legislation and maintained at the public expense.

It is of the utmost importance that any system of public charity should justly recognize the limits to which, by sound principles of government, it is confined, — should not injure the community as well as those of its members who deserve to be aided, and thwart the wiser efforts of private and voluntary agencies by interfering with their appropriate province, but should favor and promote any means to prevent secret and repeated drafts on this private charity by designing beggars.

The distinction which the general sentiment of society recognizes between the position of one who receives aid in his necessities from his kinsmen or his friends, — or even from the Good Samaritan who first becomes his friend when he learns these necessities, and not only takes out "two pence," but binds up the sufferer's wounds, — and that of one who is aided by public alms, is based upon fundamental principles.

> "Jove fixed it certain that whatever day
> Makes man a slave takes half his worth away."

And he is a slave whose own thriftlessness has made him dependent on public charity, and subject to the restraint and humiliation which it must necessarily impose.

It is of the utmost importance, not merely for economical reasons,— by no means, however, to be disregarded,— but for the well-being of the community, that the necessary support of the poor who cannot provide for themselves should be obtained as far as possible, —

First. From their own immediate relatives.

Secondly. From the discriminating aid of charitable persons who know them well.

Thirdly. From public relief, administered under prescribed rules, rigidly adhered to; and never from blind and inconsiderate alms-giving.

The charity administered by private agencies, under proper care and restrictions, is of the second class, and should be encouraged by any well-ordered society.

In order that it may be encouraged it is important that public and private agencies should act in concurrence, and that each should know the resources, the modes of administration, the charities, and the beneficiaries of the other.

Imperfect, then, as the results of our attempt may be, they will, at least, serve to call public attention to the subject, and will, perhaps, prepare the way for some system under which public and private charities may coöperate, and

regular and authentic information be furnished to guide the action of all; to discourage imposition by those who pretend to be poor, or to be the friends of the poor; to prevent, without fear of causing suffering, the exercise of blind and indiscriminate alms-giving, and to enable almoners of charity to determine that all better means of help have been exhausted before the unhappy applicant descends into the slough of acknowledged pauperism.

Turning again to the tables M, N, and K, we find these results: the total expenditure, public and private, for the ten years, has been $6,826,606; or an average of about $680,000 per annum, for a population within the present territorial limits of Boston, rising from about 275,000 to about 350,000, not including the expenditure by the State, of which the city pays a large share. Including that share the sum total is $8,777,728.

The total for the first of these years, with a population of 275,000, was $501,958; or an average *per capita* of the population of 86 cents from public and 96 cents from private sources; in the last year a total of $936,840, or an average *per capita* of $1.15 from public and $1.52 from private sources; or an increase of about 33⅓ per cent. in the former, and of about fifty-eight (58) per cent. in the latter; while the ratio to the whole population of all persons aided from public sources has increased from .072 to .102, and of those aided by out-door relief from .054 to .083, or over 50 per cent., and the ratio of out-door relief from .75 to .81 per cent. of the whole. No attempt is made to state the ratio aided from private sources, for the reasons already given. It will be observed, also, that while the percentage of the population aided, and the amount given in proportion to the population has increased, the amount *per capita* of the out-door recipients has slightly diminished.

The pauper class has been increased, and the system has tended to that partial assistance which helps to pauperize, rather than to reinstate in the class of self-supporting citizens, the numerous and increasing recipients of these diminishing doles.

Such a class is the canker of all great cities. It is the class from which criminals are always recruited. It consists of those listless, ragged loafers who shun work and live on alms, who have the same dread of — and sometimes the same incapacity for — fixed employment that criminals have, and who propagate a race still more feeble, lazy, and listless than themselves; who hang about cities, and from loafers often become thieves and vagabonds, and, if voters, are always ready to be bribed or act as repeaters. A temporary inde-

pendence, and the magic touch of a receipted poll-tax bill, may transform them into sovereigns, and place in their hands the destiny of the city or the State. This class can be bred by any city, and it is of the utmost importance that the generous impulses of charitable persons should not be perverted to its encouragement and increase.

The disease is contagious and spreads in a widening circle. A continually increasing number are led to depend — and to stimulate in others the blind disposition to depend — upon the aid of charity, and to forget the manliness and dignity of self-dependence.

Some systematic plan for effective, full and regular communication and coöperation between the public and private charities of the city and among the latter, seems to us of the utmost importance.

A step has already been taken towards this by the city in providing the Chardon-street building, and establishing its own registration for out-door relief; but more remains to be done. The city has made an advance, and the fault and duty lie now largely with the citizens, as individual almoners of charity, and with the institutions and societies composed of them. The best systems of charitable relief, which have accomplished the most at the least cost in relieving and elevating the poor, are those in which the labors of private individuals have been most largely invoked under some careful and thorough organization. Of this character is the Elberfeld system and that conducted by Dr. Chalmers in Glasgow.

The personal attention of the charitable to the poor is the and that is the best system which best secures that attention. most effectual mode of aiding them and preventing pauperism,

James Stansfeld, a liberal member of the English Parliament, formerly President of the Poor-Law Board and of the Local Government Board, charged with the duties incident to the relief of the poor, in reference to this very subject, said recently, "I believe as a general proposition, — I speak not *à priori*, I speak from sincere conviction, — I believe that in all officialism it will become more and more necessary to get some link with voluntary and outside work. I do not think that any man at the head of any Government Department can ever rule that department well unless he has eyes that look outside as well as in; and the best way in which he can furnish himself with those instruments and opportunities and capacities of observation is to surround himself more or less with persons whose labor is voluntary, and who bring back to him from the outside world that which the best officialism, as such, cannot report to him."

The first step to this object is to offer an opportunity to accomplish something; some reason to believe that something may be accomplished. If a private individual, disposed to give his attention to some case as to which he wishes to be informed, knows when and where to go for guidance, and to aid his inquiries, he will go, and if he is put on his way will give that personal attention, which is worth far more to the sufferer and to society than the thoughtless gift of money; while if many individuals learn the existence of such opportunities and such means, an organized system for their regular action and coöperation will follow.

Such coöperation must be secured by attraction, not by repulsion or compulsion, and it only requires a thorough understanding of its benefits to attract those whose aid and service are desired.

We have contemplated a plan for districting the city, and committing each district to the care of some public agent, whose office should be a centre or nucleus for the consultation and concurrent action of other charitable agencies.

We believe the proper system is an organized supervision, audit, and administration, by the combined action of the city authorities and private societies, of the expenditure and appropriation of funds, contributed by voluntary charity, and distributed by regular permanent officers, but with the assistance, coöperation, and advice of voluntary visitors. The city need not control the private citizen in his charities, and he cannot control its officers in the administration of the relief given by law; but each has a right to assistance and information from the other, in order both to prevent imposition and to guide to the deserving the provision required or permitted by law, and also a right to require the other to apply that provision to those to whom the law of the land or a wise benevolence assigns it. Such a plan must be carried out gradually, and by the voluntary action of the forces it is designed to combine.[1]

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1 "We want in every parish, or at least in every union district, a recognized public body to dispense the alms of the charitable, as the Kirk Sessions used to do in Scotland before the introduction of the Poor Law, and as the Bureau de Bienfaisance now does in France.

. . . . . .

"I do not propose the *procedure* of these Bureaus as models for imitation, only their *framework* and *ground plan*. Their principle is official superintendence, audit, and administration of funds supplied by voluntary charity, and, in great measure, distributed by voluntary visitors. Such a plan seems well calculated to combine the zeal of voluntaryism with the order and steadfastness of establishment. If it could be contrived to set up, in each Poor Law division of London, a Charity Board, which would have the absolute control of all the eleemosynary resources of the district, some vigorous effort might perhaps be made to utilize *or to export* (not necessarily beyond seas) some sensible portion of the semi-pauper class. Some such organization as this seems to me an absolutely indispensable preliminary to any effectual dealing with the existing distress." — *Edward Denison.*

See the Report of the Overseers for 1876–77, "Registration of Charities," for an account of an attempt to obtain such information for one year, and its result.

As a preliminary step to something of the kind we recommend that the Overseers of the Poor should be authorized to employ one or more competent persons, whose duty it shall shall be to obtain all possible information from charitable agencies, as to their resources and rules of administration, the aid they afford and the persons who receive it; to register, preserve, and classify this information, and communicate in turn to each of them, and to those who seek aid for others, with proper restrictions, so much of it as will be adapted to aid in assisting the deserving, and detecting the undeserving; and that they may be empowered to coöperate in the adoption of some systematic plan by which all agencies for public and private charity, the voluntary labor and contributions of individuals, and the resources of the city, organized and concentrated, may act and be used concurrently, although independently, and, each supplementing the other, be limited to the deserving, and guided to the cases for which it is best adapted.

The abundant charity of our citizens seeks always some fit outlet to those who need it most. Such a system would unite, as it were, all those means of charity, and the coöperation thus encouraged will gradually develop a more thorough and effective combination than now exists.

A suitable person in such a position, a Van der Heydt, a Chalmers, an Octavia Hill, or a Tuckerman, if there are still such persons,—and what right have we to doubt that there are always such men and women among us?—would accomplish more in guiding the true charity of the city to its fit objects than many boards and councils.

The recommendations which we respectfully offer are in brief:—

I. That all public agencies for the relief of the poor, both adults and children, at the expense of the city, should be placed under the supervision and control of one responsible body, The Overseers of the Poor, except,

II. That the City Hospital, the Lunatic Hospital, if retained, and the proposed Institution for Inebriates, if established, should be under the control and management of one Board of Trustees, subject to the provisions recommended as to investigating the cases aided, and obtaining compensation whenever authorized by law.

III. That additional powers for the permanent aid and care of children should be obtained, and that they should be kept in smaller numbers and establishments, on the "family system," and instructed and trained to labor, or placed in families.

IV. That out-door relief from funds raised by taxation

should be administered by the Overseers in strict conformity with the law, under rules substantially refusing such relief,—

(*a.*) To all adults not incapacitated for labor, whose destitution is caused by their own intemperance, crime, or other fault, of which the Overseers must judge; (*b.*) who have for a short and fixed period required such aid to an amount exceeding some fixed and moderate sum; (*c.*) should not be given even for this period, unless in the opinion of the Overseers clearly advisable and not injurious; (*d.*) and should be refused even to those who are unable to labor, except in cases where humanity requires temporary aid to those suffering from disease or accident, or where deserving persons, particularly the aged, may be partially and economically provided for without disturbing their family relations, or impairing the self-respect and self-dependence of those around them.

V. That when such aid is refused, however, in-door relief should be always given, but to persons able to labor, only on the performance of such labor in some suitable place, and in an almshouse to others.

VI. Provided that the income of trust-funds given for charitable purposes should be used, subject to the limitations imposed by the donors, for cases which require relaxation of these rules.

VII. That compensation by labor should be required in all cases, as far as practicable, for in or out door relief.

VIII. That the Overseers should be required to investigate and record the facts in regard to all persons aided as poor in or out of any institution, to take the necessary steps to obtain compensation for the relief afforded, (1) from relatives, (2) other places, (3) or the State, and to enforce the laws in regard to vagrancy in cases coming under their official notice.

IX. That the persons receiving in-door relief should be separated and classified according to age, sex, character, and condition of body.

X. That the necessary means and authority should be provided for requiring labor from all those who are assisted for any length of time, and are able to work, and for setting at hard labor, under restraint, in a House of Industry, those who fall within the provisions of law as to vagrancy, or misconduct themselves under the care of the Overseers.

XI. That provision should be made for the temporary care of casual paupers, or the wandering poor, in some establishment where they will be cleansed, fed, kept in order, isolated, and made to work; and means adopted for registering, identifying, and tracing them if necessary.

XII. That provision should be made, in order to assist both public and private almoners of charity, for the collection and registration and communication of information in regard to all means, public and private, of aiding the poor and destitute, and, in regard to the persons aided, with a view to securing the systematic coöperation of all officers required — and of all private persons desirous to give such aid, in directing it to those really needy and deserving, in the most effective and economical manner.

XIII. That all officials charged with the expenditure of public moneys for the poor should be required to keep their accounts and make their reports so as to show as far as possible the causes of pauperism, its increase or diminution, and the effect of the system adopted, in its management on the persons aided, or the public expenditure, and the actual cost, for the various leading items, of the actual maintenance of the poor.

It will, perhaps, be objected, that these recommendations cannot be carried out without expending large sums of money. Some expenditure will doubtless be required; but the ultimate result, we believe, will be a diminution, not an increase, of the cost of pauperism.

"There is nothing in the world so expensive as punishing crime, except unpunished crime." So, pauperism is more expensive than any judicious means for its prevention can be.

Archbishop Whateley said in a speech on the Irish Poor Laws:—

> "Of all questions that were ever debated by man, those relating to poor laws are precisely the very class on which we may anticipate the greatest difference of opinion between one who has devoted a considerable share of attention to the subject and one who has studied it much more attentively, and made much fuller inquiries. There is no subject on which first impressions are so likely to be corrected, or modified, by farther investigations and more mature reflection."

We do not anticipate that our conclusions will receive the immediate assent of all, much less of those who are wedded to established systems or preconceived opinions.

We are confident, however, that the more patiently they are considered, and the more fully they are discussed, the greater the probability that those whose duty it is to act upon them will reach the result we all desire and seek,— to relieve poverty without promoting pauperism.

GEORGE S. HALE,
ALVAH A. BURRAGE,
AUGUSTUS PARKER,
Commissioners.

April 15, 1878.

NOTE. — The Mayor allows us to append the following correspondence in regard to the assistance given by the Overseers during the past year, and we learn from him that the officers of the Police Department and persons connected with churches and charitable agencies state that there has been a marked diminution in the demand upon public and private charity. We add the last report as to the distribution of soup, which indicates a diminution in the number of applicants.

The number of applicants for admission to the Massachusetts General Hospital fell from 2,560 in 1876, to 2,131 in 1877; and the number of immigrants arriving at the port of Boston has fallen in the last two years from 13,468 in 1876, to 5,765 in 1877. The number of applicants to the City Hospital and the number of inmates of the Public Institutions of the city have both increased, and we are informed that Overseers of the Poor in many other places state that the number of applicants to them has not diminished, but rather increased. It is not easy to determine with certainty to what cause the diminution in Boston is due; partly, perhaps, to the mildness of the season, and possibly to a diminution of the population, particularly in the class which makes the largest demand upon charity.

It is said that the death-rate is now less than in former years, and, while it would be most gratifying to believe that the sanitary condition of the city and the condition of its poorer classes have both improved, we are not prepared to say that the apparent change for the better in both respects may not be in large part due to a loss of population. We cannot, indeed, suppose that the population, as a whole, has diminished sufficiently to cause all this change.[1]

Many who became a charge on the public and private benevolence of the city, after seeking their fortunes unsuccessfully here, may have returned to the country, through the quiet operation of an unorganized system of emigration. And we should be glad to believe that the wise management of the Overseers, the more judicious administration of public and private charity, and the operation of the laws of Providence, through the pressure of the times, in promoting industry and economy, have had a favorable effect, and that the improvement in the ratio of the poor as well as in that of the deaths may both be in part due to an improved administration of the laws and the application of sound principles.

EXECUTIVE DEPARTMENT, CITY HALL,
BOSTON, 24 January, 1878.

Hon. F. W. LINCOLN, *Chairman Overseers of the Poor:* —

DEAR SIR, — In view of the representations which have recently been made concerning the large number of unemployed laborers in this city, I respectfully request that you will procure for me, through the officers and visitors connected with the department over which you preside, a statement showing the present condition of the poor classes in different sections of the city, both those who have received what is known as "out-door relief," from the city or private charitable institutions, and those who are in necessitous circumstances, and likely to need relief shortly unless they obtain employment. I should also like to have a comparison instituted between the present condition of the poor people and the condition of the same classes last year and the year before.

Very respectfully yours,

HENRY L. PIERCE,
Mayor.

[1] The State Board of Health has, in its weekly returns for 1877, since July, assumed the population to be 353,000; the City Board, 363,000.

OFFICE OF THE OVERSEERS OF THE POOR,
BOSTON, January 31, 1878.

To His Honor HENRY L. PIERCE: —

DEAR SIR, — In answer to your communication making inquiries as to the condition of the poor of Boston this winter, in comparison with that of last season and the previous year, it affords me much pleasure to state that, so far as our department of the public service is concerned, there is a manifest improvement. I could have answered you more promptly from the daily experience of our office and the lessened amount of our expenditures, but have waited until I could gather from the testimony of our several visitors their own immediate knowledge, practically gained by personal acquaintance with all who apply for relief. The throng of applicants at the rooms has been much less than the two previous winters, and as our board of visitors covers the whole city, and examine every case of destitution which is known in their respective local districts, the result we have reached must be correct. The number of persons, so far, who have applied for assistance has decreased over twenty per cent., and the severity and degree of destitution of those who are poverty-stricken is not so appalling as in former years. This is an agreeable surprise, even to ourselves, for we apprehended the reverse, as a large class of State poor were added, by the legislation of last winter, to those to whom we could legitimately afford temporary relief.

The cause of this improvement is somewhat difficult to determine, when we remember that the commercial depression is still the condition in business circles, and the more favored classes continue to deplore their shortened incomes, and their inability to help those whom they formerly succored.

We have, through the agency of our wood-yard, applied the labor test to a large class of healthy and robust men, as a condition of assistance. This has in a degree eliminated some from the list who were previously assisted, as they have refused work. A number of colored families have gone South; emigration has ceased, and many foreigners have returned across the seas; a large number of respectable men and women who had sought the city as the place for gainful employment have returned to their rural homes, to spend a time with their relatives until more encouraging prospects open for them. The favorable season this winter has no doubt, also, had an influence in reducing the number of calls for assistance.

There is, no doubt, much suffering among those who have seen better days, and whose delicate natures shrink from applying for aid from the accustomed channels of relief. Those cases do not come to our official notice, and their necessities must be met from more private sources. Their condition appeals to the practical sympathy of every benevolent heart; more is done in this direction, through the instrumentality of churches, this winter, than in former years.

The fact is, that the claims for out-door relief, which is the special province of the Overseers of the Poor to administer, are far less than usual. We trust it is a hopeful sign of returning prosperity; at all events it is a truthful statement of facts, as shown in our own department of municipal affairs, and is a direct answer to the inquiries suggested by your letter.

With sentiments of respect,
I remain, yours very truly,
F. W. LINCOLN.

P.S. — The Provident Association, next to ourselves, expends large sums in relief, and has a similar experience as to the reduced number of applicants this season.

OFFICE OF THE CHIEF OF POLICE,
BOSTON, April 4, 1878.

To the HONORABLE THE COMMITTEE ON POLICE: —

GENTLEMEN, — In conformity with an order of the City Council, and under your direction, the manufacture and distribution of soup for the poor, at seven different localities, was commenced on the 2d day of February, and continued up to the 30th day of March; covering a period of 57 days.

With the assistance of Captain McKay, Superintendent of Faneuil Hall Market, whose services were kindly rendered, supplies for the season were contracted for, to be delivered on order, and the making and distribution of the soup was placed in the hands of police captains, who caused thorough investigations to be made relative to the condition of the families of all applicants; and the name, residence, number of persons in the family, with the quantity of soup given, has been recorded in books each day and in each case. All the soup made has been delivered to be carried home to families, and none has been given to tramps or station-house lodgers. The greatest number of families supplied on any one day was 630, and the average number supplied during the season is about one-third less than in the same time last year, a considerable number of the applicants of last year having removed from the city, and the mild winter being most favorable to those in needy circumstances.

The police captains report that of all the persons who have been benefited by this charity at least one-half the number were children under 12 years of age; and among the families who have been aided 245 were the families of widows.

Owing to low market prices, and considerable competition, supplies were purchased at a much lower rate than usual; and although a greater amount of nutritive material has been used in making a given quantity than formerly, the cost per gallon has been less than ever before.

During the time of distributing soup $348 was contributed by generous persons, which has been disposed of by the police in small sums, for the benefit of those suffering from poverty and sickness.

Whole number of gallons of soup distributed		15,708
Cost per gallon about 13⅞ cents.		
Whole number of meals		115,127
Cost per meal about 2 cents.		
Amount of appropriation	$3,200 00	
Amount expended	2,151 73	
Unexpended balance	$1,048 27	

Respectfully, your obedient servant,

E. H. SAVAGE,
Chief of Police.

APPENDIX.

A.

Answers by the Overseers of the Poor of the City of Boston to inquiries proposed by the Commissioners.

Whether it is advisable —

1. That any changes should be made in the law of settlements.

Answer. — In the opinion of the Board no radical change is required, excepting a provision for married women whose husbands have not gained a settlement for them, and also for deserted wives.

2. That any further provision should be made for the care and training of poor and neglected children.

Answer. — With regard to poor or neglected children no change seems necessary.

3. That the amount of out-door relief should be reduced, with a view of ultimately refusing it except in special cases, of limiting assistance by the State and municipalities to almshouses, and referring cases of out-door relief to private charities.

Answer. — The present system of out-door relief is favored, and the changes proposed considered as very undesirable.

4. That, in this connection, provision should be made by law for the permissive or compulsory supervision of private charitable organizations, and the regular administration of a system of out-door relief by them, in concurrence and on consultation with the officers charged with the administration of State and municipal charity, and for the registration, under proper regulations as to publicity and exposure, but for the protection of the public, of applications for such relief.

Answer. — Supervision of private societies is considered inexpedient, though a system of registration of all beneficiaries of public and private organizations at some central office, such as has been attempted the past winter, is highly approved.

5. That the out-door and in-door poor should be placed in the charge of the same Board; that the Board which has the care and management of institutions for criminals and sentenced persons should also have the charge of either of these classes of the poor, and that the in-door poor should be classified according to their mental or physical condition, or previous life and habits.

Answer. — The Overseers of the Poor seem the proper body to have charge of all the poor; from the nature of their duties they

acquire a knowledge of the character and needs of the applicants for aid, which would be of great use in classifying such as get into the almshouse. The poor should all be on the main land and in small houses.

6. That farther powers should be given to the officers in charge of either class to provide employment and to enforce the performance of labor as a condition of relief, and to retain persons assisted for a certain length of time under their charge and control.

Answer. — The recent law of 1875, authorizing Overseers of the Poor to compel labor as a condition of assistance, is in the right direction. As our Board has not the control of the poor-house, we have not the usual facilities, but so far as we have had the opportunity at the Temporary Home, it has resulted in much good.

7. That any provision should be made for the care, supervision, and control of "casuals," "tramps," or "vagrants," or for the prevention of beggary and vagrancy by compulsory labor for specified terms or otherwise; and that separate institutions should be provided for these classes and paupers capable of labor.

Answer. — Tramps have become a very trying class, and strong measures should be taken to protect society from them. The labor test has been found of the greatest use at our Temporary Home, and had the police a similar provision, it would go far towards ridding the city of this nuisance. The laws seem sufficient if properly carried into effect, but it might be expedient in some portions of the State, or near large cities, to establish workhouses for this class, — a class not fallen very deep in crime, but idle and thriftless, begging from door to door for the means of living.

B.

Number of Persons aided by Overseers of the Poor, 1867 *to* 1876, *inclusive.*[1]

Total number aided in 10 years,		13,114	families, or	39,342	persons.
Highest,	May, 1876–77,	6,913	"	20,739	"
Lowest,	" 1869–70,	1,771	"	5,313	"
Average,				10,288	"

Estimated on basis of statistics in 1877 Report: —

Average years assisted				$3\frac{15}{100}$	years.
Number assisted	in one year,	4,296	families, or	12,888	persons.
" "	" two years,	2,766	"	8,298	"
" "	" three "	2,444	"	7,332	"
" "	" four "	1,302	"	3,906	"
" "	" five "	588	"	1,764	"
" "	" six "	356	"	1,068	"
" "	" seven "	257	"	771	"
" "	" eight "	221	"	663	"

[1] Including persons with and without settlements.

Number assisted in nine years,	173 families,	or	519 persons.
" " " ten and more,	711 "		2,133 "
Children under 16 years of age,			20,392
Average children to a family,			$1\frac{555}{1000}$
Total number of children adopted,			92
Average age " " "			5 months.

Average cost per person, each year: —

1867	$6.69	1871	$9.71	1875	$5.53
1868	8.49	1872	9.95	1876	5.37
1869	8.95	1873	6.93		
1870	9.07	1874	5.80		

Average number employed in management,	$8\frac{3}{5}$
In 1867, Secretary, Book-keeper, Clerk, and 3 Visitors,	6
" 1876 " " 2 Clerks, 5 "	
2 Agents in annexed districts	14
3 Physicians " "	

C.

OFFICE OF THE BOARD OF DIRECTORS FOR PUBLIC INSTITUTIONS,
No. 30 PEMBERTON SQUARE, BOSTON, Dec. 19, 1877.

SAMUEL LITTLE, *President.*
WM. H. HODGKINS, *Clerk.*

HON. GEO. S. HALE, *Chairman:* —

MY DEAR SIR, — I enclose answers as fully as I am able to the questions relating to the statistics connected with this department proposed by you, and would respectfully reply to other questions upon which I feel competent to advise you. I feel that ample provision is made for the care and training of poor and neglected children who may come under charge of this Board, and ample appropriations have always been made for their support.

I think out-door relief, judiciously distributed, desirable; but am of the opinion that the present system can be improved. I am not prepared to advise compulsory supervision of private charitable organizations. I do not feel it desirable that in-door and out-door relief should be under the same Board, feeling that their duties are of a very different nature. I feel it very desirable that employment should be furnished for paupers and criminals. This Board, I believe, has ample power, and has already established, and proposes to establish, other trades and employments until all are employed who are able to labor. I am of the opinion that such provision can be made for compulsory labor by tramps as will greatly lessen the growing evil.

Very respectfully yours,

SAMUEL LITTLE,
President.

D.

Statistics as to the Inmates of the Pauper Institutions of Boston for the ten years from 1867 *to* 1876, *both included.*

1.	Total number of inmates	5,700
2.	Highest number, and year of same	1876, 928
3.	Lowest number, and year of same	1869, 388
4.	Average number per annum	570
5.	Average length of stay	
6.	Number remaining all or part of one year, and not more	
7.	Number remaining all or parts of two years, and not more or less	
8.	Number remaining all or parts of three years, and not more or less	
9.	Number remaining all or parts of four years, and not more or less	
10.	Number remaining all or parts of five years, and not more or less	
11.	Number remaining all or parts of six years, and not more or less	
12.	Number remaining all or parts of seven years, and not more or less	
13.	Number remaining all or parts of eight years, and not more or less	
14.	Number remaining all or parts of nine years, and not more or less	
15.	Number remaining all or parts of ten years, and more, but not less	
16.	Number who have not been in criminal institutions	No record
17.	Number who have been in criminal institutions	No record
18.	Number of same once sentenced	No record
19.	Number of same twice sentenced	No record
20.	Number of same three times sentenced	No record
21.	Number of same four times sentenced	No record
22.	Number of same five times or more sentenced	No record
23.	Number (estimated) made paupers by intemperance	No record
24.	Proportion (estimated) of total made paupers by intemperance	No record
25.	Proportion (estimated) whose parents or ancestors were intemperate	No record
26.	Proportion (estimated) whose parents or ancestors were paupers or criminals	No record
27.	Total number of able-bodied paupers, and average of same per annum	No record
28.	Total number in part able to work, and average of same per annum	No record
29.	Total number substantially unable to work, and average per annum	No record

30. Total number of children 954
and average of same per annum . . . 95
31. Total number of neglected children (from 1872 to 1876), and average of same per annum . . 140 28
32. Total number of truant children 757
and average of same per annum . . . 75
33. Total number of children sent to Reform School (including truants) 2,032
and average of same per annum . . . 203
34. Total number of children indentured, adopted, or placed out . . . . . .
and average of same per annum . . .
35. Number who remain with persons to whom they were indentured, etc. . . . . .
36. Average death-rate among pauper children . $7\frac{1}{3}$ per cent.
37. Number in the different months [1] : —

January . . .	7	August . . .	5
February . . .	8	September . . .	6
March . . .	12	October . . .	2
April . . .	6	November . . .	3
May	9	December . . .	4
June . . .	5		—
July	3	Total . . .	70

38. Average cost per person per week : —

1867 . . .	$2.43	1872 . . .	$1.96
1868 . . .	2.43	1873 . . .	2.29
1869 . . .	2.10	1874 . . .	2.40
1870 . . .	1.73	1875 . . .	2.50
1871 . . .	1.63	1876 . . .	2.21

No data for food only.

39. Average number per annum of persons employed in the work of the institutions (not paupers) . . 9
and number in the years 1867 and 1876 separately . . . . . 1867, 5 ; 1876, 16

For Directors Public Institutions,

SAMUEL LITTLE,
President.

---

[1] For the ten years.

E.

Number of Children in Public Institutions (Boston) at date, and Number of Persons, Superintendents, Teachers, etc., not servants, specially in charge of same, separated into Classes and Departments.

DATE.	TOTAL No.	BOYS.	GIRLS.	PERSONS IN CHARGE.	
March 1, 1878.				Men.	Women.
No. in all Institutions	618	499	119	22	8
Pauper Children	160	110	50	4	5
Neglected Children	123	89	39	5	...
Truants	120	114	6	4	1
Sentenced to House of Reformation (excluding Truants)	210	186	24	9	2
BUILDINGS, ETC.					
House of Reformation	186	186	...	9	...
Marcella-st. School	168	168	...	9	2
In Boys' Truant School	114	114	...	4	1
In Girls' House of Reformation	30	...	30	...	2
In Pauper Girls' School	67	...	67	...	2
In Nursery	53	31	22	...	1
Total	618	499	119	22	8

F.

Boston City Institutions for the Year 1875–76.

INSTITUTION.	Average Number of Inmates.	Expenditure for the Year.	Total Income for the Year.	Average yearly Expenditure for each Inmate, Income not deducted.	Average yearly Cost of each Inmate, after deducting Income.	Net Cost of running the Steamboat.[1]	Yearly Cost per Inmate for running the Steamboat.	Amount paid for Office Expenses.[2]	Yearly cost per Inmate for Office Expenses.	Aggregate Net Expense, including Steamb't and Office Expenses, and not deducting Income.	Net yearly Cost per Inmate, including Steamb't and Office Expenses, and not deducting Income.	Net yearly Cost per Inmate, including Steamb't and Office Expenses, after deducting Income.	Net weekly Cost per Inmate, including Steamb't and Office Expenses, after deducting Income.	Average weekly Cost in all the Inst'n, not deducting Income.	Average weekly Cost in all the Inst'n after deducting Income.[3]
House of Industry and Almshouses at Deer and Rainsford Islands, also House of Reformation for Boys, and House of Reformation for Girls	1,668	$209,897 98	$12,722 92	$125 84	$118 21	$17,665 09	$10 59	$5,162 46	$3,09½	$232,725 53	$139 52	$131 89	$2 54	$2 96	$2.75
"Almshouse," Ch'n District .	81	7,682 26	1,003 49	94 84	82 45	. . . . .	. . . .	250 69	3,09½	7,932 95	97 94	85 55	1 65		
Lunatic Hospital	207	59,391 10	7,524 04	286 91	250 57	. . . . .	. . . .	640 66	3,09½	60,031 76	290 00	253 66	4 88		
	1,956	$276,971 34	$21,250 45	. . . .	. . . .	$17,665 09	. . . .	$6,053 81	. . .	$300,690 24	. . . .	. . . .	. . . .	. . .	. . .

[1] The entire cost of running the "Steamboat" is thrown upon the "House of Industry" (including all the other Institutions at the Islands).
[2] Proportionate amount for "Office Expenses" charged to each Institution.
[3] "Income" includes reimbursements from the State or other places ($3,855.88) for inmates, included in the average number. In the table on page x., from State returns, reimbursements are not deducted from expenses.

Expenditures of Boston City Hospital for Two Years; May 1, 1875, to April 30, 1876, and May 1, 1876, to April 30, 1877.

YEAR.	Supplies.	Liquors.	Medical Supplies.	Compress and Bandage and Surgical Instruments.	Salaries and Labor.	Fuel.	Gas.	Books and Stationery.	Stable, including Repairs, Harnesses and Vehicles.	Buildings and Grounds.	Repairs.	Repairs to Furnishing.	Miscellaneous.	Total Income.	Total net Cost of maintaining Hospital.	Net average weekly Cost per Patient.	Average No. of Patients.
1875–76	$42,180 23	$3,038 85	$2,761 56	$1,857 63	$31,938 32	$11,019 30	$2,292 16	$1,161 43	$1,942 13	$2,477 10	$4,978 42	$3,267 26	$363 76	$1,349 40	$107,928 75	$9,24⅔	226½
1876–77	45,113 15	3,179 11	4,946 36	1,714 59	30,657 74	11,787 23	3,292 92	1,139 76	1,503 84	5,550 49	2,091 05	3,092 94	1,437 54	5,195 78	110,310 94	7.75	271

Amount expended for "House of Industry" and "Lunatic Hospital" during 10 years, from May 1, 1866, to April 30, 1876, together with the income of the same; also the net amount expended in running the "Steamboat," and for "Office Expenses" during the same period.

INSTITUTION.	Expenditure for 10 years.	Income during 10 years.	Net Cost during 10 years.
House of Industry (including Charlestown A. H.)	$1,477,494 78	$177,151 45	$1,300,343 33
Lunatic Hospital	586,166 79	72,673 37	513,493 42
"Steamboat"	.....	.....	125,477 87
"Office Expenses"	.....	.....	68,159 86[1]
Totals	$2,063,662 57	$249,824 82	$2,007,474 48

[1] Including House of Correction.

The gross average number of inmates in the two institutions for the ten years was 13,473. The net average cost of each inmate per year for the ten years, not including "Steamboat" or "Office Expenses," was $134.63; average cost per week, $2.59. The net average yearly cost of each pauper in the two institutions by reason of the expense in running the steamboat was $9.31, or about 18c. per week, per pauper.

The average net cost of each pauper in the two institutions, including the cost of running the steamboat, was $143.94 per year, or $2.77 per week. The amount expended for "Office Expenses," if the same be divided by the number of inmates in all the institutions (Houses of Industry, Lunatic Hospital, and House of Correction), is equal to $3.78½ per year for each inmate. The average net cost for each pauper, including "Steamboat" and proportionate share per year of "Office Expenses," was $147.72½, or $2.84 per week; 40½c. per day.

G.

Amount paid for Pauper Support by Counties during the Year ending March 31, 1876.

COUNTY.	Whole No. Supported at the Almshouses.	Whole No. Supported outside of Almshouses.	General average No.	Cost at the Almshouses.	Cost out of the Almshouses.	Total Cost of full Support in and out.	Total No. Supported.	Average Cost of each Inmate per year.	Average Cost in the State per Inmate.
Barnstable	148	29	144.83	$15,744 44	$3,638 64	$19,383 08	174	$133 68	
Berkshire	85	177	191.61	6,394 95	16,929 31	23,324 26	260	121 48	
Bristol	615	103	393.57	40,133 53	15,600 36	55,733 89	715	141 46	
Dukes	...	38	33.19	.....	4,856 01	4,856 01	38	147 15	
Essex	882	225	723.14	69,732 34	36,008 93	105,741 27	1,097	146 25	
Franklin	85	111	154.91	7,502 02	13,353 07	20,855 09	193	134 55	$147 57
Hampden	294	206	274.41	14,844 20	24,712 37	39,556 57	499	144 37	$2.84 per
Hampshire	65	125	147.37	5,114 98	14,855 50	19,970 48	190	135 85	week.
Middlesex	965	203	729.98	82,163 96	32,114 64	114,278 60	1,164	156 55	
Nantucket	46	3	31.69	3,114 56	562 25	3,676 81	49	114 90	.404 per
Norfolk	245	124	262.83	24,938 50	16,980 78	41,919 28	366	159 39	day.
Plymouth	281	105	253.82	22,339 22	12,971 99	35,311 21	380	139 02	
Suffolk	1,214	513	1,018.55	69,234 36	100,569 07	169,803 43	1,718	166 63	
Worcester	729	187	616.78	57,148 40	22,898 48	80,046 88	906	129 73	
Total	5,654	2,149	4,976.68	$418,405 46	$316,051 40	$734,456 86	7,749	....	

From the Report of the Board of State Charities, for 1875–76, there were in Boston, both in and out of the Almshouses (but for whom full support was furnished by said city), 1,692 paupers.

The average number for that year being . . .	997
The whole cost of pauper support was . . .	$165,564.50
The average cost per pauper was . . .	$166.06 per year.
" " " " . . .	$13.84 per month.
" " " " . . .	$3.19 per week.
" " " " . . .	.455 per day.

The cities and towns of the State outside of Boston (not including said city) had, during the same year, 3,980 paupers, and the cost to the towns and cities for these paupers was $568,892.36.

An average for the year of . . .	$142.34 per pauper.
" " a month of . . .	11.86 " "
" " a week of	2.73 " "
" " a day	.39 " "

In all the cities and towns of the State there was an average number of paupers of 4,976.68 (say 4,977), (see table by counties hereto annexed), and the cost of full support of these paupers was $734,456.86; being —

An average cost for each pauper for the year of . .	$147.57
" " " " a month of . .	12.30
" " " " a week of . .	2.84
" " " " a day . .	.405

Comparative Expense in Boston and the other Municipalities from Returns to the Board of State Charities.[1]

	Year.	Boston.	Rest of State.	Total.
Average number fully supported . .	1874	637 86.0	3,418 78.0	4,056 64.0
Whole cost of full support		$130,202 90.0	$432,744 06.0	$562,946 96.0
Average cost for each, per year . .		204 12.0	126 57.0	143 67.0
" " " " month .		17 01.0	10 54.7	11 97.0
" " " " week . .		3 92.0*	2 43.0	2 76.0
" " " " day . .		56.0	35.0	39.4
Average number fully supported . .	1875	732 04.0	3,517 31.0	4,249 35.0
Whole cost of full support		$149,931 62.0	$547,699 66.0	$697,631 28.0
Average cost for each, per year . .		204 81.0	155 71.0	164 17.0
" " " " month .		12 06.7	12 97.6	13 68.0
" " " " week . .		3 98.0	2 99.0	3 15.7
" " " " day . .		56.8	42.7	45.1
Average number fully supported . .	1876	997 00.0	3,989 68.0	4,976 68.0
Whole cost of full support		$165,564 50.0	$568,892 36.0	$734,456 86.0
Average cost for each, per year . .		166 06.0	142 34.0	147 57.0
" " " " month .		13 84.0	11 86.0	12 30.0
" " " " week . .		3 19.0	2 73.0	2 84.0
" " " " day . .		45.5	39.0	40.5
Average number fully supported . .	1877	1,167 14.0	4,474 40.0	5,641 54.0
Whole cost of full support		$195,955 62.0	$601,420 91.0	$797,376 53.0
Average cost for each, per year . .		167 90.0	134 41.0	141 34.0
" " " " month .		13 99.0	11 20.0	11 78.0
" " " " week . .		3 23.0	2 58.0	2 72.0
" " " " day . .		46.0	37.0	39.0

* Highest average in any other county for 1874, $2.90.5; 1875, $3.37.4; 1876, $3.06.7; 1877, $3.09.

[1] See note 3 on p. vii.

From Town Returns to Board of State Charities for 1876 (year ending March 31, 1876). Partial Support of Paupers for 1875–76.

COUNTY.	No. receiving partial support.	Vagrants.	[1]Cost of partial support.	Overseers' salaries and miscellaneous expenses.	[2]Total No. receiving full support and partial supt.	Total Net Cost of pauper support in all the towns.
Barnstable	944	898	$21,745 80	$1,764 75	2,016	$42,082 74
Berkshire	1,097	6,124	14,696 49	1,870 95	7,481	37,925 09
Bristol	10,020	12,618	79,645 72	4,618 00	23,353	124,567 41
Dukes	72	. . . .	2,349 40	170 00	110	7,099 24
Essex	7,755	15,661	96,986 48	11,983 61	24,513	191,082 24
Franklin	423	7,687	8,961 08	1,215 34	8,303	30,051 34
Hampden	3,267	12,574	41,196 25	6,006 66	16,340	78,748 47
Hampshire	811	3,942	18,119 57	915 45	4,943	35,764 74
Middlesex	12,457	34,737	107,556 52	11,855 21	48,358	217,849 41
Nantucket	235	. . . .	2,019 32	600 00	284	6,092 87
Norfolk	1,993	20,368	40,798 85	3,695 29	22,727	80,280 36
Plymouth	1,449	8,515	32,477 70	2,799 72	10,344	63,866 23
Suffolk	19,604	[3]3,882	113,342 56	24,511 23	25,204	272,904 21
Worcester	5,861	21,930	53,020 89	10,474 88	28,697	132,696 73
Totals	65,988	148,936	$632,916 63	$82,481 09	222,673	$1,321,011 08

[1]Total net cost of partial support in all the State, $586,554.22.

[2]Total number receiving full support, 7,749
Total number receiving partial support, 214,924
Grand aggregate, 222,673

[3]Besides 60,803 lodgers at the Police Station Houses of Boston.

Number of persons receiving partial support during the year ending March 31, 1876, by the City of Boston, was,		18,339	
Vagrants partially supported by Boston		1,952	
		20,291	
Besides lodgers at police stations, viz, ...		60,803	
			81,094
Cost of partial support .	$105,586 23		
Overseers' salaries and miscellaneous expenses .	22,569 23		
	$128,155 46		
Less amount reimbursed by State and town, . .	$30,576 02		
Net cost partial support .	$97,579 44		
The State, outside of Boston and not including said city, gave partial support to . . .		47,649	persons
The State, outside of Boston and not including said city, also gave partial support to .		146,984	vagrants
Total number receiving partial support was		194,633	
The net cost of the partial support afforded to the above 194,633 persons was .		$491,387 79	

H.

Statement of Expenses of certain Institutions of the City of New York for the Year 1876.

	Aver. Numbers.	Provisions.	Monthly Cost.	Daily Cost.	Clothing and Bedding.	Monthly Cost.	Daily Cost.	Salaries.	Monthly Cost.	Daily Cost.	Liquors and Drugs.		
											Liquors.	Drugs.	Total.
Bellevue Hospital	707	$3,579 92	$5 06 7.0	16 6.2	$288 04	41 1.2	1 3.4	$2,076 58	$2 90 3.9	9 6.6	$222 70	$950 13	$1,172 83
99th Street Hospital	20	91 13	4 63 8.3	15 2.1	4 85	25 2.2	8.6	249 24	12 74 5.1	41 8.8	6 89	40 76	47 65
Fever Hospital	14	100 87	6 92 0.1	22 7.0	3 75	25 6.7	8.5	34 00	2 46 4.8	8 0.9	3 03	16 72	19 75
Charity Hospital	1,013	5,325 63	5 25 0.2	17 2.0	492 30	48 5.5	1.6	1,415 57	1 39 8.9	4 5.9	238 56	864 84	1,103 40
Homœopathic Hospital	490	2,263 79	4 58 0.0	14 9.9	284 82	57 9.4	1.9	689 63	1 40 8.3	4 6.2	3 03	131 25	134 28
Randall's Island Hospital	448	1,414 18	3 17 4.9	10 4.0	271 17	61 2.5	2 0.1	909 23	2 02 0.9	6 6.2	25 48	30 82	56 30
Infant's Hospital	428	1,839 41	4 31 8.4	14 1.1	170 19	39 8.5	1 3.1	585 92	1 37 9.0	4 5.0	11 18	40 59	51 77
Hart's Island Hospital	302	1,043 81	3 45 3.0	11 4.0	123 98	40 8.0	1 4.0	199 21	66 0.0	2 1.0	12 57	47 80	60 38
Lunatic Asylum, B. I.	1.320	5,120 47	3 87 8.0	12 7.1	1,026 01	77 5.0	2 5.3	1,512 90	1 14 6.0	3 7.6	58 84	54 10	112 94
N. Y. C. Asylum for the Insane	654	3,211 25	4 91 0.1	16 5.1	718 52	$1 11 6.2	3 5.2	1,443 33	2 20 7.6	7 2.1	11 36½	46 85	58 22
Inebriate Asylum	7	95 82	13 18 1.4	43 1.6	80	8 8.8	2.9	.....	.....	.....	....	....	....
Almshouse	1.171	2,863 52	2 44 1.3	8 0.0	590 52	50 7.3	1 6.6	353 16	30 2.2	9.9	....	....	....
Incurable Hospital	112	471 38	4 20 3.6	13 7.8	44 47	39 6.8	1 3.0	33 00	29 4.3	9.6	....	....	....
Asylum for Indigent Blind	91⅔	224 13	2 14 1.3	8 0.0	46 66	50 7.2	1 6.6	40 90	43 5.9	1 4.3	....	....	....
City Prisons	559	1,337 78	2 39 6.9	7 8.5	215 96	39 4.6	1 2.9	2,869 50	5 14 7.6	16 8.8	3 89	19 92	23 81
New York Penitentiary	954	3,195 70	3 34 7.4	10 9.7	1,072 13	1 09 2.8	3 5.9	3,810 38	3 99 8.7	13 1.1	....	....	....
Workhouse, B. I.	1,035	3,217 15	3 11 8.2	10 2.3	714 82	65 5.8	2 1.5	1,087 91	1 08 3.3	3 5.5	....	....	....
Branch Workhouse, Hart's Island	306	1,025 95	3 35 9.3	11 0.3	287 02	97 5.6	3 1.9	641 65	2 25 3.1	7 3.8	2 55	18	2 73
	9,632	$36,421 89	$80 38 0.4	$2 64 8.7	$6,356 01	$9 91 4.1	32 4 5	$17,951 71	$41 84 9.6	$1 37 3.3	$600 09	$2,243 96	$2,844 05

Statement of Expenses of certain Institutions of the City of New York for the Year 1876. — Continued.

	Monthly Cost.	Daily Cost.	Fuel.	Monthly Cost.	Daily Cost.	Miscellaneous Articles.	Monthly Cost.	Daily Cost.	Total Monthly Cost.	Total Daily Cost.	Total Net Expenses.
Bellevue Hospital	$1 66 3.5	5 4.6	$959 55	$1 35 7.1	4 4.9	$1,137 14	$1 62 2.5	5 3.1	$13 02 5.2	42 8.7	$9,214 06 5.8
99th Street Hospital	2 45 1.3	8 0.1	26 11	1 36 2.2	4 4.3	28 97	1 46 1.7	4 7.6	22 91 0.8	75 1.3	448 78 1.8
Fever Hospital	1 38 8.1	4 5.7	30 64	2 04 8.2	6 7.2	5 02	32 2.5	1 0.5	13 40 1.4	43 9.7	194 04 0.0
Charity Hospital	1 09 1.4	3 5.8	746 36	72 2.5	2 3.7	822 62	81 5.3	2 6.6	9 76 3.8	32 0.4	9,905 92 0.0
Homœopathic Hospital	27 8.0	9.0	372 99	74 0.8	2 4.3	336 41	68 1.8	2 2.3	8 26 8.8	27 1.1	4,081 89 0.0
Randall's Island Hospital	12 2.7	3.9	396 61	88 0.5	2 8.9	291 96	65 6.6	2 1.5	7 46 6.9	24 4.7	3,339 48 0.0
Infant's Hospital	12 1.6	3.9	431 52	98 7.3	3 5.7	174 78	41 3.1	1 3.4	7 61 7.3	24 9.1	3,253 59 0.0
Hart's Island Hospital	20 0.0	6.3	133 42	43 6.0	1 3.0	79 22	26 3.0	8 0.0	5 42 0.0	17 6.0	1,640 80 0.0
Lunatic Asylum, B. I.	8 5.0	2.8	805 86	61 6.0	2 0.2	786 95	59 5.0	1 9.5	7 09 6.0	23 2.6	9,365 16 0.0
N. Y. C. Asylum for the Insane	8 9.1	2.9	644 15	1 23 5.5	3 2.3	676 75	1 04 5.8	3 2.9	10 08 4.0	33 1.7	6,444 39 0.0
Inebriate Asylum	.....	....	35 11	4 99 3.5	16 3.8	.....	.....	....	18 26 3.8	59 8.4	131 73 0.0
Almshouse	.....	....	235 37	19 9.4	6.5	407 65	34 8.9	1 1.4	3 79 9.1	12 4.4	4,450 23 0.0
Incurable Hospital	.....	....	62 56	56 0.1	1 8.4	33 88	30 3.1	9.9	5 75 7.9	18 8.7	645 30 0.0
Asylum for Indigent Blind	.....	....	18 32	19 9.4	6.5	32 09	34 8.9	1 1.4	3 93 2.7	12 8.8	361 21 0.0
City Prisons	4 2.1	1 3.8	477 06	84 6.6	2 7.5	841 03	1 44 1.6	4 6.7	10 26 9.7	33 6.0	5,765 17 0.0
New York Penitentiary	.....	....	311 53	33 8.4	1 1.1	838 24	87 9.6	2 8.8	9 65 7.7	31 6.7	9,227 99 0.0
Workhouse, B. I.	.....	....	268 70	25 1.0	8.2	573 08	57 7.1	1 8.9	5 68 7.4	18 6.4	5,861 82 0.0
Branch Workhouse, Hart's Island	1 0.2	.3	133 93	39 8.6	1 3.1	204 02	71 5.2	2 3.5	7 71 6.2	25 2.9	2,295 30 0.0
Totals	$7 54 3.0	25 9.1	$6,089 79	$18 17 3.1	58 9.6	$7,269 81	$12 49 1.7	39 1.6	$170 13 0.0	$5 57 7.6	$76,626 86 0.0

Average yearly cost in all the institutions is $95.46. Average monthly cost, $7.95½. Average weekly cost, $1.83½. Average daily cost, $0.26.

H.

Statistics of the Philadelphia Almshouse — 1876.

DEPARTMENT.	Average Yearly Population.	Average Weekly Cost of each Inmate.	Average Weekly Cost in all, per Inmate.
Hospital Department	904	$2 82½	
Insane Department	1,116	1 87⅝	$1 96½ Daily cost, .28
Children's Asylum	161	1 80½	
Out-wards Department [1]	1,477	1 52¾	
	3,658		

[1] This Department is composed of old men, women, and those who have become thoroughly incapacitated for work.

Expenditure for the City Infirmary of Cincinnati, Ohio — 1876.

Average No. of Inmates per Month.	Provisions.	Fuel.	Salaries and Wages.	Furnishing.	Medicine.	For the Farm.	For Permanent Improvements.	Average Cost of supporting each Inmate for the year.	Average Weekly Cost of supporting each Inmate.	Average Daily Cost of supporting each Inmate.
558	$24,795 96	$4,315 33	$9,657 53	$7,314 03	$1,800 53	$1,730 46	$2,409 93	$93 25	$1 79	.25 4-7

NOTE. — In the above expenditures are included a great many of the debts of the previous years which were cancelled during the year 1876.

Institutions of the City of St. Louis — 1876.

NAME OF INSTITUTION.	Daily Cost per Capita.	Name of Institution.	Daily Cost per Capita.
Female Hospital	.44 49	City Hospital	.47 05
Poorhouse	.32 67	Workhouse	.36 14
Insane Asylum	.63 05	House of Refuge	.23 17

I.

Expenditures on Account of Supplying Soup to the Poor, in the Winter Months, from 1868 to 1877.

	1868.	1869.	1870.	1871.	1872.	1873.	1875.	1876.	1877.
Meat and fish	$1,352 51	$1,091 39	$1,312 91	$1,019 09	$905 40	$1,162 10	and vegetables $1,811 61	$1,449 77	$1,499 11
Cooks	314 50	823 50	1,306 00	966 00	1,234 00	1,558 00	1,612 00	1,377 00	1,284 00
Groceries							582 68	924 47	647 69
Vegetables	1,180 37	1,169 61	1,349 95	960 55	772 29	1,163 80			
									538 83
Fuel	and rent 68 84						328 50	365 58	322 00
Teaming	215 50						355 45	327 25	306 95
Utensils and repairs	732 67	288 17	534 50	297 86	572 77	824 30		225 50	114 00
Rents							260 51	173 34	98 04
Printing and stationery	17 55							29 77	19 53
Expenses of committee	32 00								
Carriage-hire	6 50								
	$3,920 44	$3,372 67	$4,503 36	$3,243 50	$3,484 46	$4,708 20	$4,950 85	$4,872 68	$4,830 15

AUDITOR'S OFFICE, JANUARY 9, 1878.

FURNISHED BY THE POLICE DEPARTMENT.

	1875.	1876.	1877.
No. gallons made	27,930	31,794	31,773
No. meals given	188,077	224,329	245,968
Cost, per pint	.026 (1 1-5 pint each person)	.02 1-6 (1 1-7 pint each person)	.02 (1 pint each person)
No. families aided	632	630	677
No. days of distribution	88	100	94

J.

Station House Lodgers in Boston.

YEAR ENDING DECEMBER 31.	Estimated Population.	Lodgers.	Males.	Females.	Minors.	Foreigners.	Non-Residents.
1860	177,000	17,352	14,738	2,614	3,080	13,216	12,776
1861	180,000	21,668	17,882	3,786	3,736	16,875	14,933
1862	180,000	11,826	7,810	4,016	1,544	7,199	6,749
1863	182,000	9,897	6,627	3,270	1,353	6,693	5,840
1864	185,000	23,638	14,540	9,098	2,142	15,580	8,058
1865	192,000	16,721	12,231	3,490	1,731	11,201	9,190
1866	197,000	19,579	15,851	3,728	3,120	12,750	13,784
1867	200,000	20,390	16,042	4,348	3,381	13,923	15,867
1868	230,000	30,560	24,532	5,928	4,785	20,090	23,798
1869	237,000	28,553	24,380	4,463	4,438	18,132	23,111
1870	250,000	30,730	26,270	4,460	4,801	19,118	24,771
1871	265,000	34,938	30,342	4,596	5,489	21,315	27,668
1872	285,000	36,059	31,242	4,817	5,044	21,385	28,773
1873	300,000	47,661	42,003	5,658	6,325	28,657	38,966
1874	340,000	58,449	51,486	6,963	8,008	36,125	46,501
1875	342,000	62,740	56,688	6,052	6,374	38,778	48,678
1876	350,000	63,726	57,431	6,295	5,228	41,682	51,829
1877	350,000	62,719	55,973	6,746	4,711	39,157	51,766

The foregoing is copied from the records at this office.

E. H. SAVAGE,
Chief of Police.

OFFICE OF CHIEF OF POLICE,
Boston, January 11, 1877.

It is impossible to state the actual number of different persons represented by these figures. The officers of the police give the following estimate for one month, but this does not show how many times individuals are counted, and is only an estimate that there were 1,538 persons who came more than once for lodgings.

Station-house lodgers, January 19, to February 19, 1877,— 31 days.

No. of lodgers	8,072
" " males	7,548
" " females	514
" " Americans	2,730
" " foreigners	5,342
" " residents	1,460
" " non-residents	6,612
" " minors	639
" " "repeaters," estimated	1,538
" " resident repeaters	611
" " non-resident repeaters	927

K.

Aggregate Expenses for Charitable Purposes within the present Territorial Limits of Boston by the Cities or Towns, 1867 to 1877 inclusive, eleven years.

YEARS.	Estimated Population.	Public Institutions.	City Hospital.	City Hospital Trust Funds.	Soup Relief.	Soldiers' Relief.	Overseers of Poor.	Overseers of Poor Trust Funds.	Charleston Poor's Fund.	Poor Widows' Fund.	Police Charitable Fund.	Total.	Estimated proportion of State Pauper Expenses paid by Boston.
1867 . .	278,200	$86,397 15	$71,370 18	$1,050 00	. . . . .	$7,766 00	$63,784 78	$6,014 16	$1,384 20	$192 00	. . . . .	$237,958 47	$211,341 60
1868 . .	282,900	93,159 35	85,996 57	1,050 00	$3,920 44	5,836 07	52,171 45	6,338 71	1,393 14	192 00	. . . . .	250,057 73	193,675 10
1869 . .	287,700	100,391 71	86,417 11	1,361 33	3,372 67	1,290 00	66,893 37	6,741 44	1,589 12	192 00	. . . . .	268,248 75	184,954 30
1870 . .	[1]292,499	99,650 22	93,481 17	1,290 00	4,503 36	837 00	46,716 03	7,852 85	1,820 37	192 00	. . . . .	256,343 00	184,488 92
1871 . .	302,400	114,339 82	100,849 90	1,290 00	3,243 50	695 00	59,935 33	11,261 81	1,827 00	192 00	. . . . .	293,634 36	185,001 68
1872 . .	312,300	98,699 52	107,687 22	1,290 00	3,484 46	415 00	60,020 45	12,271 71	1,647 90	192 00	. . . . .	285,708 26	182,752 03
1873 . .	322,300	106,094 56	114,431 35	1,290 00	4,708 20	215 00	61,813 07	12,590 32	1,896 50	192 00	$21 50	303,252 50	244,851 89
1874 . .	332,100	112,704 66	106,316 45	1,290 00	. . . . .	697 00	66,009 92	12,768 67	1,821 65	192 00	20 00	301,820 35	208,852 64
1875 . .	[1]341,919	152,500 74	115,043 24	350 00	4,950 85	79 00	94,600 81	15,565 06	1,761 00	192 00	300 00	385,342 70	178,805 41
1876 . .	351,800	167,585 72	113,196 58	. . . . .	4,872 68	89 00	96,330 45	20,649 48	1,785 20	192 00	839 00	405,540 11	176,398 65
1877 . .	361,700	185,593 05	131,106 24	. . . . .	4,830 15	. . . . .	92,391 47	25,862 91	1,390 82	192 00	1,531 00	442,897 64	183,985 75
Total . .	. . . .	$1,317,116 50	$1,125,896 01	$10,261 33	$37,886 31	$17,919 07	$760,667 13	$137,917 12	$18,316 90	$2,112 00	$2,711 50	$3,430,803 87	$2,135,107 97

[1] Actual population. The estimate for the other years assumes a certain ratio of increase per annum.

NOTE. — The column headed "Public Institutions" embraces the net expenses of the City Almshouses and the City Lunatic Hospital, and the cost of support of city charges at the State Lunatic Hospitals and Reformatories, with the corresponding expenses of the annexed cities and towns for the years before annexation. The column headed "Overseers of the Poor" embraces the net expenses of the Overseers of Boston and of the Temporary Home, with the out-door relief furnished by the annexed cities and towns for the years preceding annexation. To the "Soldiers' Relief" given in Boston, which is the excess not refunded by the State, has been added that given in the annexed districts before annexation. To the expenditures from "Trust Funds," reported by the City Overseers of the Poor, have been added the relief provided by the Stoughton Fund in Dorchester prior to 1870, and the Holton Fund in Brighton prior to 1875, since which dates the Overseers' figures include them. The figures presented for "City Hospital" and its "Trust Funds" are those of the city financial years. The city's proportion of state pauper expenses as here presented is based upon the percentage of the State tax in each year, borne by the district now embraced in the city, applied to the net expenditures for State charitable and reformatory purposes. Between $500 and $600 of the income of the Trust Funds is paid over annually by the Overseers to the Directors, to be used, as directed by the donor, for a Chaplain.

L.

Eleven Years' Statistics of Pauper Relief within the present Territorial Limits of Boston.

YEARS ENDING	*Population; actual for 1870 and 1876, estimated for other years.*	*Reported Pauper Expenses.*				*Persons.*			*Full Support Expenses.*		*Partial Support Expenses.*		*Total Expenses.*		*Net Expenses.*		*Ratio of Persons to Population.*		
		Full Support.	Partial Support.	Aggregate Expenses.	Net Expenses.	Fully Supported.	Partially Supported.	Aggregate.	Amount per capita on Population.	Amount per capita on Recipients.	Amount per capita on Population.	Amount per capita on Recipients.	Amount per capita on Population.	Amount per capita on Recipients.	Amount per capita on Population.	Amount per capita on Recipients.	Full Support.	Partial Support.	Aggregate.
Sept. 30, 1867	278,200	$94,738	$48,729	$143,469	. .	1,135	7,053	8,188	$0 34	$83 47	$0 17	$6 90	$0 51	$17 82	. .	. .	.004	.025	.029
1868	282,900	90,970	50,175	141,145	. .	908	7,459	8,367	32	100 18	17	6 72	49	16 86	. .	. .	.003	.026	.029
1869	287,700	103,353	57,405	160,758	. .	1,013	7,024	8,037	36	102 02	19	8 17	55	20 00	. .	. .	.003	.024	.028
1870	292,499	95,169	47,950	143,119	. .	1,066	6,582	7,648	32	89 27	16	7 28	49	18 85	. .	. .	.003	.022	.026
1871	302,400	106,523	52,603	159,126	. .	1,092	6,821	7,913	34	96 63	17	7 71	52	20 11	. .	. .	.003	.022	.026
1872	312,300	94,066	55,712	149,778	. .	910	6,935	7,845	30	103 36	17	8 03	47	19 09	. .	. .	.003	.022	.025
1873	322,300	122,797	78,167	200,964	. .	1,108	7,652	8,760	38	110 82	24	10 21	62	22 94	. .	. .	.003	.023	.027
1874	332,100	137,498	86,562	224,060	$195,298	1,134	11,021	12,155	42	121 25	27	7 85	69	18 43	$0 60	$16 06	.003	.034	.037
March 31, 1875[1]	332,100	160,001	113,483	273,484	241,854	1,348	19,747	21,095	49	118 68	35	5 74	85	12 96	72	11 46	.004	.061	.065
1876	341,919	176,849	116,871	293,720	260,731	1,692	18,339	20,031	51	104 52	34	6 91	85	14 66	76	13 01	.005	.053	.058
1877	351,800	205,477	115,142	320,619	287,147	2,009	20,904	22,913	58	102 27	32	5 50	91	13 99	81	12 57	.005	.059	.065

[1] Includes six months of the previous year.

MEM. Previous to 1874 the expenses are presumed to be *net* xpenses, though not verified as such; hence, for those years no separate computation of the per capita amounts of net expenses is made. For the last four years the computations given in the table are based on the gross expenses. Separate computations based on the *net* expenses of these four years are appended. The estimates of population are obtained by adding each year one-fifth the aggregate increase between 1865 and 1870, and between 1870 and 1875. For 1875, 1876, and 1877, the figures are those which really indicate the previous year's population; which is practically the period covered by the other figures against those years.

This table includes only those expenses which are returned to the Board of State Charities as pauper expenses, and does not include all the items given in Table K,—such as those for the City Hospital and others,—which are not reckoned as expenditures for paupers.

M.—PUBLIC RELIEF.

Statistics of Pauperism within the present Territorial Limits of Boston, 1867 to 1876, inclusive.

YEAR.	POPULATION.	MONEY EXPENDED.										PERSONS AIDED.							
		OUT-DOOR.			IN-DOOR.			TOTAL.			RATIO OF EXPENSES.	OUT-DOOR.		IN-DOOR.		TOTAL.		RATIO OF PERSONS.	
		Sum expended.	Amt. per cap.		Sum expended.	Amt. per cap.		Sum expended.	Amt. per cap.			Whole Number.	Ratio to Population.	Whole Number.	Ratio to Population.	Whole Number.	Ratio to Population.		
			Population.	Recipients.		Population.	Recipients.		Population.	Recipients.	Out-Door.							In-Door.	
1867	275,000	$73,513 54	$0 27	$4 83	$164,444 93	$0 59	$32 56	$237,958 47	$0 86	$11 87	.31	.69	14,987	.054	5,050	.018	20,037	.072	.75	.25
1868	280,000	62,688 39	0 22	4 09	187,369 34	0 67	47 30	250,057 73	0 89	12 96	.25	.75	15,325	.055	3,961	.014	19,286	.069	.79	.21
1869	285,000	71,716 81	0 25	4 38	196,531 94	0 67	43 25	268,248 75	0 92	12 83	.27	.73	16,365	.058	4,544	.015	20,909	.073	.78	.22
1870	290,000	55,475 08	0 19	3 45	200,867 92	0 69	40 50	256,343 00	0 88	12 21	.22	.78	16,032	.055	4,959	.017	20,991	.072	.76	.24
1871	300,000	71,041 65	0 23	4 38	222,592 71	0 74	45 21	293,634 36	0 97	13 89	.24	.76	16,214	.054	4,923	.016	21,137	.070	.77	.23
1872	310,000	71,949 31	0 23	4 39	213,758 95	1 69	38 75	285,708 26	0 92	13 05	.25	.75	16,371	.052	5,816	.018	21,887	.070	.75	.25
1873	320,000	74,469 48	0 23	5 09	228,783 02	0 71	37 34	303,252 50	0 94	14 61	.24	.76	14,619	.046	6,126	.019	20,745	.065	.71	.29
1874	330,000	74,988 50	0 23	3 76	226,831 85	0 68	37 71	301,820 35	0 91	11 63	.25	.75	19,917	.060	6,014	.018	25,931	.078	.77	.23
1875	340,000	110,142 82	0 32	4 05	275,199 88	0 71	42 51	385,342 70	1 13	11 46	.28	.72	27,145	.079	6,473	.019	33,618	.098	.81	.19
1876	350,000	117,457 73	0 33	4 03	288,082 38	0 82	42 06	405,540 11	1 15	11 27	.29	.71	29,127	.083	6,849	.019	35,976	.102	.81	.19
	....	783,443 31	...	...	2,204,463 02	...	...	2,987,906 23	...	...	..	..	...	...	...	...	...	...	...	...
1832[1]	79,502	14,255 23	0 17	6 45	15,036 84	0 19	21 51	30,292 07	0 38	10 41	.51	.49	2,207	.027	701	.009	2,908	.036	.76	.24

[1] These figures are obtained from a Report made in January, 1833, by a Commission on the Pauper System of the Commonwealth, consisting of Wm. B. Calhoun, Henry Shaw, Josiah Caldwell, George A. Tufts, and Rev. Joseph Tuckerman, and cover nearly the same ground as the other columns in which they are placed.

N.

PRIVATE RELIEF.

Money Expended.

YEAR.	POPULATION.	OUT-DOOR.		IN-DOOR.		TOTAL.	
		In dollars.	Amount per head Popul'n.	In dollars.	Amount per head Popul'n.	In dollars.	Amount per head Popul'n.
1867	275,000	$88,500	$0 32	$175,500	$0 64	$264,000	$0 96
1868	280,000	95,700	0 34	198,300	0 71	294,000	1 05
1869	285,000	102,700	0 36	204,200	0 72	306,900	1 07
1870	290.000	108,500	0 37	204,700	0 71	313,200	1 08
1871	300,000	112,400	0 37	222,300	0 74	334,700	1 11
1872	310,000	126,300	0 41	353,400	1 14	479,700	1 26
1873	320,000	134,100	0 42	257,400	0 80	391,500	1 22
1874	330,000	164,100	0 50	315,100	0 95	479,200	1 45
1875	340,000	174,300	0 51	269,900	0 79	444,200	1 31
1876	350,000	226,600	0 65	304,700	0 87	531,300	1 52
Total . . .	. . . . .	$1,333,200	. . . .	$2,505,500	. . . .	$3,838,700	. . . .

SUMMARY.

	Public.	Private.		
		Societies.	Churches.	Total.
Circulars sent (excluding about 80 sent to mutual and other societies) . .	6	104	165	275
Answers, reporting figures	6	80	53	139
Answers, without figures .		12	32	44
No answers . . .		12	80	92

SOCIETIES REPORTING FIGURES.

Public —		
Out-door,		2
In-door,		4
Private —		
Out-door —		
Societies,	43	
Churches,	53	
	— 96	
In-door,	37	
	— 133	
		139

Average number reporting in any one year, Priv. 83 + Pub. 6 = 89

O.

Mr. Ware says: —

The condensed report separates private from public returns, out-door from in-door relief; gives the population, money expended, and persons relieved [by public charity], for each year, and gives a summary of the number of societies to which application was made, with the number of returns, under the different headings, which were received and which were used in the tabulation.

As to private societies, — the number of persons aided, and the various ratios contemplated, have not been entered, for reasons which will appear in this report. Under "dollars," round numbers only, below hundreds, are given.

The faults of the returns from private societies, etc., may be considered under three heads: faults of omission, faults of diversity, faults of inaccuracy.

I. Omission to fill the blanks in the manner requested is properly to be considered under inaccuracy; but it may be mentioned that the omission of the value of material relief increases the general uncertainty of the result.

II. Hardly any two returns, treating of the same class of work, have been made up in the same manner. Not to speak of the omissions (though it would be an advantage if all the defective returns were defective on the same points), attention is called to the following details: —

1. Office expenses, including salaries, etc. These are sometimes included in "net expenses," and sometimes not; it is sometimes possible to determine by reference to reports, or by guessing, whether they are included or not; but their amount is hardly ever stated, and can rarely be even guessed at. There is a similar uncertainty with respect to

2. Receipts from persons aided.

3. Permanent expenses (as purchases of real estate), and

4. Matters of account (as balances, changes of investments, payments or receipts of interest).

5. Some societies report only families, some only persons. (Families have usually been reduced to persons by multiplying by three and one-half.)

6. "In-door" is variously interpreted.

7. Persons aided in institutions are counted in at least three ways: —

(1.) By counting the number on the books during the year.

(2.) By taking the average number in the house.

(3.) By giving the admissions of the year.

Some returns mention only the entire number on the books for the ten years. Some societies report for one year only; some report in very round numbers, or in terms too indefinite for record.

8. There are several societies helping (in part) persons now or formerly living out of Boston, whose returns should state the number of such persons.

9. Some societies have receipts from persons aided, in the form of work done. It has not been possible to allow for this with accuracy; therefore no allowance has been made, unless made in the return.

III. In addition to the causes of inaccuracy already mentioned under omission and diversity, there are two or three of a general character that deserve mention: —

(1.) The figures given under "persons aided" are untrustworthy, and incapable of comparison with the population, or with the money expended, in such a way as to give any useful result; and this, mainly, for two reasons: —

(*a.*) The list of persons aided by any one society, as given from year to year, counts the same individuals again and again, and not to the same extent in any two societies, even supposing the returns to be made by the same rule.

(*b.*) The total for any one year counts the same individuals again and again, because the same families obtain aid from various sources; and the amount of this duplication is quite indeterminable. A rough count of the persons aided in 1876 from the tables foots up over 200,000, in a population of about 350,000. For an estimate of the amount of duplication found to exist between a few societies, reference may be made to the report of the Registration of Charities, at the end of the Report of the Overseers of the Poor, just issued, for 1876–77. About twenty per cent. of the cases, aided from ten sources, including the Overseers of the Poor and the Boston Provident Association, were duplications.

(2.) While neither the record of money expended, nor that of "persons aided," is complete, definite, or in any way satisfactory, these two records are untrustworthy, not only to a different degree (that of persons being the worse), but in different ways; so that while neither can be satisfactorily compared with anything certain, like the population or the wealth of Boston, the two cannot be compared with each other.

For these reasons all count of persons has been omitted from the condensed report of private charities; and no attempt has been made to fill the columns of ratios.

P.

We quote the following from the report for 1865 of the Secretary of the Board of State Charities (F. B. Sanborn), page 210: —

"In the year 1830 the late Josiah Quincy gathered together the statistics of private charity in Boston since 1815. The objects of this charity were very various, and a considerable part of it could not be considered as applied to the relief of pauperism; but at least two-thirds of it had been so applied. This total was $1,481,753, or an average amount of nearly $100,000 a year.

"In 1845, after another period of fifteen years had passed, the late Samuel A. Eliot republished Mr. Quincy's list of contributions, containing the corresponding statistics for the period 1836–1845. Mr. Eliot's list included many donations for religious and educational purposes, which in one sense were charitable gifts and in another were not, inasmuch as they did not go directly towards the relief of the poor; but it did not, like Mr. Quincy's, include the numerous collections made in the churches and the gifts of indi-

viduals for special objects, which from 1815 to 1830 amounted to more than $500,000, and in the next fifteen years must have been at least $750,000, and probably $1,000,000. Selecting from Mr. Eliot's list those sums which can most properly be called charitable donations, I find they amount to about $1,280,000, to which if we add $720,000, for the accumulated contributions of churches, etc., we shall have a total of $2,000,000, or an average of $133,333 a year for the second period. These it must be remembered were the gifts of Boston alone."

Mr. Sanborn also collected information during that year, and after referring to some institutions not included, he adds, page 212 :—

"Were these included and those which have made no report, the aggregate of assets would reach at least $5,000,000, the income would be nearly $1,000,000, and the expenditures about the same. If to this were further added the amount of contributions in churches, at public meetings, etc., not less than $500,000 more would appear, according to a very low estimate. If, then, we set down the total sum annually expended in private charity at $1,500,000 in the whole State, and $500,000 in the City of Boston alone, we certainly shall not exceed the truth."

Our statistics, as stated, include but few of the churches, and from these probably only the sums contributed specifically for the poor. But it will be observed that the total is, in the year 1875–76, given at $531,300; and if to this we add a "guess" of $40,000 per annum for contributions from churches not included, the total for that year will be about $570,000.

The statistics of Mr. Quincy and Mr. Eliot may be found in an article on "Public and private charities in Boston," from the "North American Review" for July, 1845, written by the latter.

And the writer remarks (p. 23), speaking of private liberality: "Here the subject takes much of the matter into his own hands, and does many things far better than any government could possibly do them; and at the same time he requires his government to do well all that it can do; and it is a fact that a much larger amount has been distributed by the individual inhabitants of Boston than by the City Government, in the same term of time, for the same or similar purposes."

Mr. Eliot also says (p. 5): "The ratio" (of expenditure for schools and the support of the poor) "of the last five years would have been much higher but for the very remarkable diminution in the cost of the House of Industry, and in the sums distributed in the different wards by the Overseers of the Poor during the last two years. The expense of the House of Industry fell from over $30,000 per annum, to $14,779.60 in the financial year ending April 30, 1843, and to $14,082.90 in the year ending April 30, 1844; while the Overseers of the Poor, instead of spending twelve or thirteen thousand per annum, distributed but $8,320.63 in the former year, and $7,337.46 in the latter. It will immediately occur to all who are familiar with the causes and the consequences of pauperism that the great and memorable reform in the use of intoxicating liquors has produced this among other beneficent results. More than $20,000 a year, or one half of the whole charge, have been saved in the appropriations for the support of paupers alone, by saving men from a self-destroying vice."

Q.

CHARITY BUILDING, CHARDON STREET, Boston, Mass., February 5, 1877.

The undersigned, Commissioners under the annexed order, are desirous of obtaining statistics — as to the amount and kind of relief afforded, and the number of persons aided by charitable institutions, organizations, and churches, in the City of Boston, for the past ten years, — and respectfully request that the blank in the enclosed envelope may be filled and returned to them. They would also be glad to receive any Reports or Documents relating to the Institution or Organization.

Very respectfully,

GEORGE S. HALE,
ALVAH A. BURRAGE,
AUGUSTUS PARKER,
} *Commissioners.*

Statistics of Charitable Relief, by Institutions, Organizations, Societies, or Churches, in the City of Boston, for the ten years ending with 1876.

Name of Institution, Society, Organization, or Church.

General Object,

Local, or other limits,

NOTE. — It is hoped that, if all the information asked cannot be given, the blanks may be filled as far as possible, and that, if the exact figures desired are not known, that may be stated, and an approximate estimate given, if possible.

By "In-door Relief" is meant the case of persons in some Institution. By "Out-door Relief" all other kinds of aid.

By Americans are intended those born in this country.

It is respectfully requested that this form may be filled out and returned before March 15th, 1877, if possible.

YEAR.	[1] NET EXPENSES FOR RELIEF.					NUMBER PERSONS AIDED.										
	In Money.	Est'd val. of Food, Clothing, etc., contributed.	For Out-door Relief.	For In-door Relief.	TOTAL.	No. of families.	Total No. of Persons.	Americans.	Foreigners.	Residents in Boston.	Non-residents.	Adults.	Children.	Males.	Females.	By Out-door Relief.	By In-door Relief.
1867 . . to																	
1876 . .																	
Total for 10 Years.																	

[1] Deducting any receipts from persons aided.

REMARKS:

(Nov., 1891, 20,000)

BOSTON PUBLIC LIBRARY.

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